UNIVERSITY OF ILLINOIS
LIBRARY

Class Book Volume

360 N47 34'

Ja 09-20M

ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

FOR THE YEAR 1900

IN THREE VOLUMES,

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY.

VOLUME ONE.

WITH STATISTICAL APPENDIX BOUND SEPARATELY.

TRANSMITTED TO THE LEGISLATURE JANUARY 28, 1901.

ALBANY:
JAMES B. LYON, STATE PRINTER.
1901.

360
N47
v.34

LIBRARY
UNIVERSITY OF ILLINOIS
URBANA

STATE OF NEW YORK.

No. 26.

IN SENATE,

JANUARY 28, 1901.

THIRTY-FOURTH ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES.

STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,
THE CAPITOL, ALBANY, *January* 28, 1901.

To the Hon. TIMOTHY L. WOODRUFF,
Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the thirty-fourth annual report of the State Board of Charities.

Yours very respectfully,
WILLIAM R. STEWART,
President.

134671

MEMBERS AND OFFICERS

OF THE

STATE BOARD OF CHARITIES.

1901.

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

DISTRICTS.	Names and addresses.	Date of appointment.
First Judicial (New York county)	William R. Stewart, President, 31 Nassau street, New York.	May 31, 1882
New York county	Mrs. Beekman de Peyster, 101 West 81st street, New York.	October 4, 1890
New York county	†	
New York county	Stephen Smith, M. D., 640 Madison ave., New York.	* March 29, 1898
Second Judicial (Counties of Richmond, Suffolk, Nassau, Queens, Kings, Westchester, Orange, Rockland, Putnam and Dutchess.)	Edward H. Litchfield, 2 Montague Terrace, Brooklyn, New York.	January 16, 1893
Kings county	John Notman, 136 Joralemon street, Brooklyn, New York.	January 17, 1899
Third Judicial (Counties of Columbia, Sullivan, Ulster, Greene, Albany, Schoharie and Rensselaer.)	Simon W. Rosendale, 57 State street, Albany, N. Y.	March 8, 1899
Fourth Judicial (Counties of Warren, Saratoga, Washington, Essex, Franklin, St. Lawrence, Clinton, Montgomery, Hamilton, Fulton and Schenectady.)	Newton Aldrich, Gouverneur, St. Lawrence Co., N. Y.	April 3, 1896
Fifth Judicial (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.)	Dennis McCarthy, 219 S. Salina street, Syracuse, N. Y.	March 8, 1899
Sixth Judicial (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.)	Peter Walrath, Chittenango, Madison Co., N. Y.	April 7, 1886
Seventh Judicial (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steuben, Monroe and Cayuga.)	Enoch Vine Stoddard, M.D., Vice-President, 62 State street, Rochester, N. Y.	January 1, 1894
Eighth Judicial (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany and Wyoming.)	Harvey W. Putnam, 21 White Building, Buffalo, N. Y.	November 18, 1896

OFFICERS.

WILLIAM RHINELANDER STEWART..... PRESIDENT.
ENOCH VINE STODDARD, M. D..... VICE PRESIDENT.
ROBERT W. HEBBERD..... SECRETARY.
BYRON M. CHILD..... SUPERINTENDENT OF STATE AND ALIEN POOR.
WALTER S. UFFORD..... SUPERINTENDENT OF INSPECTION.

† Vacant. * Previously a commissioner.

CONTENTS

	PAGE.
Membership of the Board	1
Minute relating to the resignation of Commissioner Philbin from the Board	1
Attendance at meetings	3
Election of officers	4
Standing committees of the Board	4
Appropriations to the Board by the Legislature of 1900	5
Appropriations desired by the Board from the Legislature of 1901	7
General statement of the work and expenditures of the State Board of Charities for the fiscal year ending September 30, 1900	8
The Board's non-partisan policy	23
The Board's legal proceedings in the case of the New York Society for the Prevention of Cruelty to Children	24
Charitable legislation, 1900	36
Legislation relative to State institutions	36
New State institutions	38
Amendments to the Poor Law	41
Proposed legislation which failed of enactment	42
Salary classification commission	42
Need of further provision for the feeble-minded and the idiotic	45
Regulation of dispensaries	46
The Quarterly Record	47
Award to the Board at the Paris Exposition	48
Number and classification of beneficiaries in institutions subject to the visitation and inspection of the Board October 1, 1900	49
State institutions	49
Private institutions receiving State appropriations	50
Summary of recommendations for legislation	51
Construction work at State institutions	52
Appropriations granted in 1900 and recommended for 1901	54
Classified expenditures of the State charitable institutions subject to the visitation and inspection of the Board	55
Table showing the number of inmates in the State institutions subject to the visitation and inspection of the Board September 30, 1900, arranged with reference to the representation from the several counties of the State	57
State Industrial School, Rochester	58
House of Refuge for Women, Hudson	61
Western House of Refuge for Women, Albion	67
New York State Reformatory for Women, Bedford	71
Society for the Reformation of Juvenile Delinquents in the City of New York	74
Syracuse State Institution for Feeble-Minded Children, Syracuse	79
State Custodial Asylum for Feeble-Minded Women, Newark	83
Rome State Custodial Asylum, Rome	87
Craig Colony, Sonyea	92
New York State Soldiers and Sailors' Home, Bath	98
New York State Woman's Relief Corps Home, Oxford	102

State institutions—Continued: PAGE.
Thomas Asylum for Orphan and Destitute Indian Children, Iroquois 107
New York State School for the Blind, Batavia 113
New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown 116
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis 120
The deaf 121
Minute expressing appreciation of the Board for the services of Mr. and Mrs. Edmund Lyon 123
Investigation of the New York State Soldiers and Sailors' Home at Bath 123
New incorporations 124
Plans of buildings approved 130
Construction and improvement of almshouse buildings 133
Increase and improvement of village hospitals 134
Almshouse inspection 135
State, alien and Indian poor 137
State poor 138
Alien poor 140
Indian poor 141
Financial benefits resulting from the removal of State and alien poor 141
Department of inspection 143
Conditions found to exist in 365 private charities in receipt of public money and licensed dispensaries for the year ending September 30, 1900 148
Facts relating to 15,437 inmates of 122 homes for children discharged during the year ending September 30, 1900 150
Conference on reformatories 153
New York State Conference of Charities and Correction 154
Thirtieth Annual Convention of the County Superintendents of the Poor of the State of New York 163
Twenty-seventh National Conference of Charities and Correction 165
State Charities Aid Association 167
Appended papers 180

APPENDED PAPERS.

State Inspection of Private Charitable Institutions, Societies or Associations, by William R. Stewart, President of the State Board of Charities 185
Report of the Committee on Reformatories 223
Report of the Committee on Idiots and Feeble-Minded 239
Report of the Committee on Soldiers and Sailors' Homes 255
Report of investigation of the affairs and management of the New York State Soldiers and Sailors' Home at Bath 269
Report of the Committee on Craig Colony 441
Report of the Committee on the Deaf 447
Report on Thomas Asylum for Orphan and Destitute Indian Children, by Commissioner Putnam 455
Report of the Committee on the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis 465
Report to the State Board of Charities of the Board of Trustees of the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis 469
Report of the Committee on State and Alien Poor 475
Report of the Committee on Inspection 491
Report of the Committee on Almshouses 515
Report of visitations of public hospitals and almshouses in the First Judicial District, by Commissioner William R. Stewart, President of the Board 529

PAGE.

Report of visitations of almshouses in the Second Judicial District, by Commissioner Litchfield 587
Report of visitations of almshouses in the Third Judicial District, by Commissioner Rosendale 611
Report of visitations of almshouses in the Fourth Judicial District, by Commissioner Aldrich 623
Report of visitations of almshouses in the Fifth Judicial District, by Commissioner McCarthy 639
Report of visitations of almshouses in the Sixth Judicial District, by Commissioner Walrath 669
Report of visitations of almshouses in the Seventh Judicial District, by Commissioner Stoddard 687
Report of visitations of almshouses in the Eighth Judicial District, by Commissioner Putnam 701
Schedule of salaries and wages in the State charitable and reformatory institutions which report to the Comptroller 719
Proceedings of an informal conference on various matters of present interest relating to charities in New York city, held May 9 and 10, 1900 765
Report of the Secretary of State in 1824 on the Relief and Settlement of the Poor .. 937

REPORT.

To the Honorable the Legislature of the State of New York:

In conformity with the requirements of chapters 225 and 546 of the Laws of 1896, known as the Poor Law and the State Charities Law, respectively, the State Board of Charities herewith submits its thirty-fourth annual report to your honorable body.

THE MEMBERSHIP OF THE BOARD.

On January 10th, the Senate confirmed the nomination of Commissioner Eugene A. Philbin, from New York county, appointed by Governor Roosevelt, August 26, 1899, to fill the vacancy created by the death of Commissioner John Vinton Dahlgren.

On December 22d, the Governor appointed Mr. Philbin to the office of District Attorney of New York county, to fill the vacancy caused by the retirement of his predecessor.

Subsequently the Board adopted the following minute with relation to Commissioner Philbin's retirement:

MINUTE.

"The State Board of Charities has learned with regret of the resignation on December 22, 1900, of Commissioner Eugene A. Philbin, appointed to the Board from New York county by Governor Roosevelt on August 26, 1899.

"Mr. Philbin entered the Board possessed of unusual qualifications for efficient service. His trained judgment and judicial mind gave weight to his opinion on all legal questions that came before the Board. By nature inspired by charitable motives, he had, before taking his seat with us, actively identified himself

with the work of more than one of the most useful private charities in New York city for the care of children and of the dependent, and had thus gained experience which fitted him to enter the larger field of charitable work occupied by the State Board of Charities. No doubt, a knowledge of these qualifications prompted his appointment.

"During his membership on the Board, he rendered a conspicuous public service by his unselfish assumption, in an emergency, of the chairmanship of a special committee charged with an important and difficult investigation. This with the loyal support of his colleagues, he carried through to a conclusion which resulted in improved administration of the State institution under examination and in credit to this Board.

"Mr. Philbin's frank, strong and genial character endeared him to his associates on the Board, and their sense of loss at his retirement is tempered only by the knowledge that this was due to his accepting a call from the Governor to the high and responsible position of district attorney of the county of New York."

The term of Commissioner Enoch Vine Stoddard, of Rochester, Vice-President of the Board, and Commissioner from the Seventh Judicial District, expiring on March 23d, he was, on February 2d, with the advice and consent of the Senate, re-appointed by Governor Roosevelt for a full term of eight years.

ATTENDANCE AT MEETINGS.

The following table giving the names of the Commissioners of the Board, the district or county from which they were respectively appointed, together with their length of service and the record of their attendance at Board meetings during the year 1900, is respectfully presented in accordance with a requirement of the State Charities Law:

ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1900.

A.—Absent. P.—Present.

COMMISSIONERS.	Years of service.	Adjourned stated meeting, Jan. 30–31.	Stated meeting, April 11–12.	Special meeting, May 29.	Stated meeting, July 11.	Stated meeting, Oct. 10.	Special meeting, Nov. 15.	Special meeting, Dec. 21.
William R. Stewart, First Judicial District	19	P.	P.	P.	P.	P.	P.	P.
Mrs. Beekman de Peyster, New York County	10	P.	P.	P.	P.	P.	P.	P.
Stephen Smith, M. D., New York County	7	P.	P.	P.	P.	P.	P.	P.
Eugene A. Philbin, New York County	1	P.	A.	A.	P.	P.	P.	P.
Edward H. Litchfield, Second Judicial District	8	*A.	*A.	*A.	P.	P.	A.	P.
John Notman, Kings County	1	P.	P.	P.	P.	A.	P.	A.
Simon W. Rosendale, Third Judicial District	1	*A.	*A.	*A.	*A.	P.	P.	P.
Newton Aldrich, Fourth Judicial District	5	A.	P.	P.	P.	P.	A.	A.
Dennis McCarthy, Fifth Judicial District	1	A.	P.	P.	A.	P.	A.	A.
Peter Walrath, Sixth Judicial District	15	P.	P.	P.	P.	P.	A.	P.
Enoch Vine Stoddard, M. D., Seventh Judicial District	7	P.	P.	P.	P.	P.	A.	P.
Harvey W. Putnam, Eighth Judicial District	4	P.	P.	A.	P.	P.	P.	P.
		8	9	8	10	11	7	9

* Commissioners Litchfield and Rosendale were granted leave of absence.

The Board consists of twelve members, and the average attendance during 1900 was nine.

ELECTION OF OFFICERS.

At the Board's stated meeting of April 11-12th, the annual election of officers was held, as provided by the by-laws. President William Rhinelander Stewart and Vice-President Enoch Vine Stoddard were unanimously re-elected, the former for the seventh and the latter for the sixth consecutive term, to their respective offices for the ensuing year. The other officers were continued subject to the pleasure of the Board.

STANDING COMMITTEES OF THE BOARD.

Stated Committees.

On Publication:

The President, Commissioners Stoddard, Smith and Philbin.

On Finance:

The President, Commissioners Walrath and Rosendale.

On Inspection:

Commissioners Smith, McCarthy and Notman.

On State and Alien Poor:

Commissioners McCarthy, Walrath and Litchfield.

Additional Committees.

On Reformatories:

Commissioners Litchfield, Stoddard and de Peyster.

On Idiots and Feeble-Minded:

Commissioners Walrath, Smith and McCarthy.

On Soldiers and Sailors' Homes:

Commissioners Philbin, Walrath and Putnam.

On Craig Colony:

Commissioners Stoddard, Walrath and Smith.

On Thomas Asylum:

Commissioner Putnam.

On the Blind:

Commissioners Putnam and Smith.

On the Deaf:

Commissioners Notman, Philbin and Aldrich.

On Almshouses:

Commissioners Walrath, Rosendale and Aldrich.

On Orphan Asylums:

Commissioners Philbin, Putnam and de Peyster.

On Hospitals:

Commissioners Smith, Notman and McCarthy.

On Legislation:

Commissioners Rosendale, Putnam and Notman.

On the Construction of Buildings:

Commissioners Smith, Litchfield and McCarthy.

On Placing out Children:

Commissioners Stoddard, Walrath and Philbin.

On Dispensaries:

Commissioners Smith, Stoddard and Rosendale.

On Sanatoria for Consumptives:

Commissioners Putnam, Stoddard and Smith.

On Legal Questions:

Commissioners Notman and Philbin.

APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE OF 1900.

The Appropriation Bill, chapter 418 of the Laws of 1900, made the following appropriations for carrying on the Board's work:

For compensation of twelve commissioners as provided by chapter 546 of the Laws of 1896, $3,300, or so much thereof as may be necessary. For the salary of the secretary, $3,500.

For traveling expenses of the twelve commissioners and the secretary while engaged in the discharge of their official duties, $4,500, or so much thereof as may be necessary.

For superintendent of inspection, $2,500; chief clerk, $1,500; clerk, $1,400; inspector of charitable institutions, $1,200; statistician, $900; one stenographer, $900; one stenographer, $720; messenger, $720; clerk, $600; junior clerk, $480. For temporary help at the Albany office, $1,000.

For rent, printing, stationery, and other expenses of the office, $6,000, or so much thereof as may be necessary.

New York Office.

For superintendent, $1,500; two inspectors, $1,200 each; two inspectors, $900 each; stenographer, $720.

Rochester Office.

For inspector, $1,200; inspector, $900; stenographer, $600.

For traveling expenses of the employes of the department while engaged in their official duties, $2,500, or so much thereof as may be necessary.

For the support, care and removal of State, alien and Indian poor, pursuant to chapter 549 of the Laws of 1880, chapter 225 of the Laws of 1896, and chapter 546, Laws of 1896, $40,000, or so much thereof as may be necessary.

In the Supply Bill, chapter 419 of the Laws of 1900, the additional sum of $2,500 was appropriated for expenses incurred in conducting the investigation, requested by the Governor, into the administration of the New York State Soldiers and Sailors' Home at Bath.

APPROPRIATIONS DESIRED BY THE BOARD FROM THE LEGISLATURE OF 1901.

In the opinion of the Board the work assigned to it by the various statutes cannot be efficiently performed at a less cost than at present.

The experience of the Department of State and Alien Poor has been, that whenever great undertakings create unusual activity in the labor market, or when expositions draw multitudes of people towards one common center, as in the case of the Columbian Exposition of 1893, there is a decided increase in the number of applications for relief, which properly fall within the scope of the operations of the Department. During the year 1901, the great Pan-American Exposition will be opened in the city of Buffalo; in the city of New York there is now being prosecuted vigorously one of the greatest engineering undertakings of the century, the building of the subway system under a large part of the city. Both of these enterprises have drawn great numbers of people, not only from other cities in this State, but as well from other States and European countries. The promise of remunerative labor has been held out to the laboring class in foreign lands, and as a result many have come with the hope of securing permanent employment. But enterprises such as these do not offer permanent employment to the laborer, and when the work is completed the workingmen are discharged, and forced to seek employment elsewhere. Many of these at the time of discharge are practically destitute, and are compelled therefore to ask assistance, in order to return to their homes. This will be the case with those employed on the exposition work in Buffalo during the present year, when the exposition will be opened, and before the year ends, have become a thing of the past. But be-

sides laborers and other employes of the great exposition, experience has shown that very many visitors attracted to the fair are left stranded; they either squander their money, lose it unfortunately, or are robbed. In all cases, however, the result is their destitution, and dependence upon the assistance of the Department of State and Alien Poor. This has been the experience in the past. When the Columbian Exposition of 1893 was held in a distant State, an additional appropriation of $5,000 was necessary to enable the Department to meet the demands made upon it. It is safe to estimate that at least an equal demand will be made during the year 1901, for this year the exposition is held within the borders of our own State, and, as has been said before, the great enterprise of building the subway in the city of New York has called very many aliens to this country, who will have to be returned at the expense of the State. For these reasons an additional appropriation of $5,000 is respectfully requested for the maintenance of the Board's work in the Department of State and Alien Poor during the present fiscal year. This work involves the support, maintenance and care, and, in many cases, the transportation of State and alien poor persons committed by the local authorities, pursuant to the provisions of the Poor Law, chapter 225 of the Laws of 1896.

GENERAL STATEMENT OF THE WORK AND EXPENDITURES OF THE STATE BOARD OF CHARITIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1900.

The work and the expenditures of this Board can readily be summed up in a few words.

The Constitution and the laws of the State specifically impose certain important and extensive duties upon the State Board of Charities. These requirements of the constitution and the statutes

are not only mandatory, but they are also generally recognized by those who have studied the subject, as wise and beneficent.

It must be apparent that under these circumstances the provisions of the constitution and the statutes could not honorably be disregarded by the Commissioners of the Board, and, in fact, to disregard them might very properly subject the members to charges of neglect of duty, and to removal from office.

In this as in every case where duties are imposed, two courses have been open—one to neglect and leave undone the work assigned; the other, to seek to attend to it, in accordance with the law, in as businesslike a way as possible.

To a board composed of business men, the latter course naturally seemed the proper one to pursue, and has accordingly been followed to the extent that the Legislature has from year to year appropriated money for the purpose.

At no time has enough been given to the Board by the Legislature, to carry out the requirements of the statutes and for a number of years after the adoption of the revised State Constitution and the enactment of the State Charities Law and the Poor Law, the means at the Board's command were totally inadequate. In view of the work before it, however, the Board urged upon the Legislature the necessity of an increased appropriation, and finally, in part, obtained it.

Better than any other authority, probably, the Board through its experience, understands the nature and scope of the work, and the means necessary to its accomplishment.

The force of employes in the Board's service is not now sufficient to cover the field of work in the systematic and orderly way required by its importance.

To attempt to economize by cutting down the Board's force of employes (and in no other way of any moment can the expenses be reduced), will not only be to cripple a work carried on in accordance with the requirements of the Constitution and the laws, but will also be to waste the valuable experience which the employes of the Board have gained in prosecuting the State's work. This seems to be an undesirable and injurious policy, and is certainly the reverse of what a successful business house would be likely to adopt.

Details of the Work and Expenditures.

The revised State Constitution, which took effect January 1, 1895, provides, article VIII., section 11:

"The Legislature shall provide for a State Board of Charities, which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character, excepting only such institutions as are hereby made subject to the visitation and inspection of either of the commissions hereinafter mentioned, but including all reformatories except those in which adult males convicted of felony shall be confined; * * * "

Furthermore, the Constitution, article VIII., section 14, provides:

"* * * Payments by counties, cities, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized, but shall not be required by the Legislature. No such payments shall be made for any inmate of such institutions who is not received and retained therein

pursuant to rules established by the State Board of Charities. * * * "

To carry out these constitutional requirements, the Legislature enacted the State Charities Law, chapter 546, Laws of 1896, and the Poor Law, chapter 225, Laws of 1896. Important provisions of the State Charities Law are:

"§ 9. General powers and duties of Board.—The State Board of Charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether State or municipal, incorporated or not incorporated, which are made subject to its supervision by the Constitution or by law; * * * "

(The number of such charities is as follows: State institutions, 14; institutions for the blind, deaf and dumb, 11; almshouses and related institutions, 77; private charities in receipt of public moneys and licensed dispensaries, 545, making a total of 647 institutions subject to visitation and inspection.)

"§ 12. Investigations of institutions.—The Board may direct an investigation, by a committee of one or more of its members, of the affairs and management of any institution, society or association, subject to its supervision, or of the conduct of its officers and employes. * * * "

"§ 13. Orders of Board directed to institutions.—If it shall appear, after such investigation, that inmates of the institution are cruelly, negligently or improperly treated, or inadequate provision is made for their sustenance, clothing, care, supervision, or other condition necessary to their comfort and well being, said Board may issue an order, in the name of the people, and under its official seal, directed to the proper officers or managers of such institution, requiring them to modify such treatment or apply such remedy, or both, as shall therein be specified; * * * "

"§ 14. Correction of evils in administration of institutions.—The State Board of Charities shall call the attention of the trustees, directors or managers of any such institution, society or association, subject to its supervision, to any abuses, defects or evils which may be found therein, and such officers shall take proper action thereon, with a view to correcting the same, in accordance with the advice of such Board."

"§ 17. Reports of State Board of Charities.—The State Board of Charities shall annually report to the Legislature its acts, proceedings and conclusions for the preceding year, with results and recommendations, which report shall include the information obtained in its inquiries and investigations, and from the reports made to it as in this chapter provided, giving a complete and itemized statement of expenditures for State poor, and of such other matters relating to the institutions subject to its visitations, as it may deem necessary or proper. * * * "

The Poor Law, article VII., provides:

"§ 115. Duties of the State Board of Charities relating to the poor.—The State Board of Charities shall:

1. Investigate the condition of the poor seeking public aid and devise measures for their relief.

2. Administer the laws providing for the care, support and removal of State and alien poor and the support of Indian poor persons.

3. Advise the officers of almshouses in the performance of their official duties.

4. Collect statistical information in respect to the property, receipts and expenditures of all almshouses, and the number and condition of the inmates thereof."

The Poor Law also provides for the visitation and inspection of the almshouses of the State by commissioners, officers and inspectors of the Board, and requires that on such visits inquiry shall be made to ascertain:

"1. Whether the rules and regulations of the Board, in respect to such almshouse, are fully complied with.

2. Its method of industrial, educational and moral training, if any, and whether the same are best adapted to the needs of its inmates.

3. The condition of its finances generally.

4. The methods of government and discipline of its inmates.

5. The qualifications and general conduct of its officers and employes.

6. The condition of its grounds, buildings and other property.

7. Any other matter connected with, or pertinent to, its usefulness and good management."

The Board is also empowered to investigate and secure the correction of abuses in such institutions.

Among other statutes recently adopted, which have further extended the powers and duties of the Board, are the Membership Corporations Law, the Dispensary Law and the Placing-out Act. By the Membership Corporations Law, chapter 559, Laws of 1895, the approval of the Board is required for the incorporation of societies for "the care of orphan, pauper or destitute children, the establishment or maintenance of a maternity hospital or lying-in asylum * * * or for boarding or keeping nursing children." The approval of the Board is also necessary to the incorporation of any hospital, infirmary, dispensary or home for invalids, aged or indigent persons. The Dispensary Law, chapter 368, Laws of 1899, provides that the Board shall issue licenses to dispensaries and shall make rules and regulations in accordance with which such dispensaries shall furnish and applicants obtain medical and surgical relief, advice or treatment, medicine or apparatus. In accordance with the provisions of this act, 129 dispensaries have thus far been

licensed by the Board. The Placing-out Law, chapter 264, Laws of 1898, authorized the Board to issue licenses to such persons or corporations as apply therefor, and, in the judgment of said Board, are proper to place out children, empowering such licensees to place out destitute children. The act conferred upon the Board, oversight over dependent children placed out by charitable societies or by individuals in family homes. Thus, step by step, year by year, the State has taken and held more advanced ground. Unsought powers of jurisdiction over both public and private charities have been devolved upon the State Board in obedience to the public demand for their bestowal.

Service and Expenses of Commissioners.

Prior to the adoption of the Constitution of 1894, the members of the Board were unpaid, receiving only their necessary disbursements. Section 9 of article X. of the Constitution, containing the express proviso that "Each of the other State officers named in the Constitution shall, during his continuance in office, receive a compensation to be fixed by law," the Charities Law was drafted to allow the usual director's fee of $10 for attendance at meetings of the Board or of its committees, limiting the amount of such fees to any commissioner in any year to $500. This latter provision was embodied in the law to insure against seats being sought on the Board for the sake of the salaries attached to them. During the year ending September 30, 1900, the twelve commissioners of the Board traveled 55,453 miles. The Board held six meetings during the year, each averaging seven hours in duration. The average attendance at each meeting was nine. More than fifty committee meetings were held, at which there were 160

attendances, or an average of three commissioners present at each committee meeting. The commissioners received 3,266 letters and wrote 2,408 letters. The disbursements on behalf of the commissioners amounted to $2,540 for services and $3,103.79 for expenses, or a total of $5,643.79, including $847.25, the compensation and disbursements of commissioners in the Bath investigation. The amount also includes expenses of commissioners in visiting institutions within their own districts. The commissioners approved 280 applications of transfer of children, and 25 applications for approval of certificates of incorporation. They made 281 visits to almshouses and other institutions.

In addition to its general offices at the Capitol, Albany, the Board, for purposes of increased efficiency and economy in the performance of its constitutional and statutory duties, maintains two district offices, one in New York city and the other in Rochester. There is thereby saved to the State the railroad fare that would otherwise be expended in journeyings from Albany to New York city, where so large a proportion of these charities are situated, and to the western part of the State. The maintenance account of inspectors is also reduced to a minimum. A further consideration is the lack of sufficient accommodations for this work, at the Board's disposal, in Albany. Under these circumstances, the expenditure of $1,300 for the rent of offices in New York and Rochester, seems wise economy of both time and money.

The following gives the roster of the Board's employes at its different offices, together with their salaries and expenses and the work performed by each division:

THE BOARD'S GENERAL OFFICE, THE CAPITOL, ALBANY.

	Salary.	Expenses.	Total.
Robert W. Hebberd, secretary	$3,500 00	$790 05	$4,290 05
Wellington D. Ives, chief clerk	1,500 00	12 60	1,512 60
Ellen L. Tenney, statistician	1,033 50	.....	1,033 50
Iona Karker, stenographer	720 00	.....	720 00
Lilian Schlesinger, junior clerk	600 00	.....	600 00
Karl F. Colson, stenographer (extra services)	350 00	127 81	477 81
	$7,703 50	$930 46	$8,633 96
Special clerical services		$1,005 77	
Printing, books, papers, stationery and supplies		6,511 46	
Miscellaneous		1,763 86	
			9,281 09
			$17,915 05

The secretary of the Board traveled 16,628 miles, and Mr. Colson, stenographer, 3,293 miles; 13,220 pieces of mail were received, of which 11,793 were letters; 22,313 pieces of mail were sent out, including 13,715 letters.

In the department of the secretary are prepared the Board's annual report to the Legislature, and the statistics of all charitable institutions making annual reports to the Board are here collated and tabulated. A general supervision of the entire work is also exercised.

DEPARTMENT OF INSPECTION.

CENTRAL OFFICE, ALBANY, NEW YORK.

	Salary.	Expenses	Total.
Walter S. Ufford, superintendent of inspection	$2,500 00	$587 05	$3,087 05
Julia S. Hoag, clerk	1,400 00	.....	1,400 00
Chas. W. Reynolds, clerk	720 00	.....	720 00
Fannie G. Schlesinger, junior clerk	120 00	.....	120 00
			$5,327 05

The superintendent of inspection traveled 11,696 miles, attended 16 inspection district committee meetings and supervised and directed the work of the superintendents, inspectors and other employes of the Department. Through the secretary of the Board, a large number of letters prepared in the Department were transmitted to the private charities of the State. This correspondence had chiefly to do with reports of inspection, children's records and certificates of compliance with the Board's rules governing the reception and retention of inmates. 257 reports of inspection were transmitted to as many private charities, either by way of information and suggestion or for the purpose of securing the correction of defects, evils and abuses. The Department also keeps a register showing the dependent children in the charitable institutions of the State. Reports were received last year from 122 such children's charities, showing the admissions and discharges each month. These statistics are given elsewhere in this report.

EASTERN INSPECTION DISTRICT.

	Salary.	Expenses.	Total.
Frank Kunzmann, superintendent	$1,500 00	$143 69	$1,643 69
Mary S. Oppenheimer, inspector	900 00	37 63	937 63
Alice O. Moore, inspector (8 months)	600 00	16 05	616 05
Mary E. Moxcey, inspector (2 months)	150 00	10 33	160 33
Dixie Watson, stenographer	680 00	.....	680 00
C. L. Gehnrich, office boy	132 90	.....	132 90
Services extra stenographer	50 00	7 00	57 00
	$5,212 90	$410 67	$5,623 57
Total salaries and traveling expenses, E. I. D.			$5,623 57
Rent of office		$750 00	
Telephone service		166 34	
H. M. Lechtrecker, inspector.	1,200 00	195 97	1,395 97
Furniture, $90; ice, $8.30		98 30	
Office expenses			1,014 64
Total expenses, Eastern District			$6,638 21

The work of the Eastern District may be briefly summarized as follows: The inspectors traveled 10,671 miles, made 395 general inspections, 169 special inspections, 423 visits, or a total of 987 inspections and visits; 385 reports of such inspections were prepared, covering 2,432 typewritten pages; 278 applications for transfer of children were filed for approval, pursuant to the rules of the Board; 549 letters were received and 1,597 transmitted. There were 20 committee meetings and hearings at the district

office. Fifteen special reports relative to applications for approval of incorporation were made. School examinations of 4,731 children were conducted in 14 charitable institutions. Furthermore, numerous examinations of books of account, dispensary records and investigations of complaints were made by the district inspectors during the year.

WESTERN INSPECTION DISTRICT.

	Salary.	Expenses.	Total.
Willis L. Weeden, inspector (11 months)	$1,100 00	$281 74	$1,381 74
Mary W. Whited, inspector (10 months)	750 00	153 31	903 31
Alice O. Moore, inspector, (3 months)	225 00	35 28	260 28
Stenographer	600 00	.....	600 00
Temporary stenographer	30 00	.....	30 00
	$2,705 00	$470 33	$3,175 33
Total salaries and expenses			$3,175 33
Rent of office		$150 00	
Telephone service		77 90	
Furniture, supplies, etc		161 05	
Office expenses			388 95
Total expenses of the district			$3,564 28

Total expenses department of inspection, $15,529 54.

The inspectors of the Western District traveled 9,416 miles and made 129 general inspections, 33 special inspections and 112 visits, or a total of 274 inspections and visits; 393 letters were received and 499 sent out; 136 detailed reports were written.

The following table shows the number of private charities in each district visited and inspected since the organization of the Department:

	Eastern district.	Western district.	
Charities in receipt of public moneys	401	97	
Licensed dispensaries not in receipt of public moneys	39	8	
Charities previously inspected, now declared exempt by Court of Appeals.	388	37	
Total			970

Thus, of the charities formerly inspected by the Board, 425 were declared exempt by the decision of the Court of Appeals, rendered April 17, 1900. With the understanding that the Constitution and statutes required the inspection of all private charities, the force at the command of the Department has hitherto been found inadequate to visit and inspect each such charity thoroughly once every year. With the elimination, however, of the private charities not in receipt of public moneys, not only will yearly inspections be possible with the present corps, but where abuses, evils and defects are discovered, more frequent inspections can be made. Two important duties remain to be more systematically and thoroughly performed than has hitherto been found practicable, namely, the examination into the industrial and educational training of all charitable institutions for children not in receipt of public school moneys, and consequently not subject to examination by the school authorities; and second, a systematic examination of children's records in order to ascertain whether such children are proper public charges. Both of these duties are unquestionably imposed upon the Board by the provisions of the State Charities Law.

INSPECTOR OF STATE CHARITABLE INSTITUTIONS.

	Salary.	Expenses.	Total.
Eben P. Dorr.....	$1,200 00	$870 72	$2,070 72

For the year ending September 30, 1900, Inspector Dorr traveled 16,883 miles, made 78 inspections of State charitable institutions, 33 inspections of institutions for the deaf and the blind, a total of 111 inspections. He also made 6 special investigations.

DEPARTMENT OF STATE AND ALIEN POOR.

Employes and position.	Salary.	Expenses.	Total.
Byron M. Child, Sup't State and Alien Poor.....	$3,000 00	$630 00	$3,630 00
Henry D. Kerr, Dep'y Sup't at New York.....	1,500 00	27 58	1,527 58
Robert W. Hill, Inspector of Almshouses	1,425 00	1,053 89	2,478 89
Cyrus C. Lathrop, Inspector of Almshouses	1,200 00	1,019 23	2,219 23
George McLeod, Clerk at Flatbush	720 00	36 10	756 10
Seward Wikoff, Clerk at Buffalo	720 00	.....	720 00
Georgia L. Fanning, Secretary to Superintendent...	620 00	.....	620 00
Karl F. Colson, Stenographer	900 00	.....	900 00
Anna Mitchell, Stenographer	440 00	.....	440 00
	$10,525 00	$2,766 80	$13,291 80

Maintenance of State poor in almshouses	$12,883 44	
Maintenance of State poor in orphan asylums	1,000 28	
Maintenance of Indian poor in almshouses	400 12	
Maintenance of Indian poor in orphan asylums	55 50	
Outdoor relief to Indian poor	1,069 28	
Removing State poor to State almshouses	769 31	
Removing State poor to other States and countries	8,810 06	
Removing aliens to foreign countries	1,312 48	
Office expenses, furniture and printing	1,358 28	
		$27,658 75
Total disbursement of department		$40,950 53

Of the total disbursements, $26,300.47 were spent in the maintenance of State and Indian poor, in outdoor relief to Indian poor and in the transportation expenses of State and alien poor. By the expenditure of $10,122.54 for the removal of State and alien poor to other States and countries a far larger sum was saved, which would have been necessary for their maintenance here.

In the discharge of their official duties, representatives of the Department traveled 50,850 miles. 2,902 letters were sent, and 1,683 received. 5,541 records of State poor persons were received and filed. 2,075 State and alien poor cases were investigated.

253 official inspections and visitations were made, and the superintendent of the department attended 8 committee and Board meetings.

In addition to the above, there has been filed in the office, pursuant to section 138, chapter 225 of the Laws of 1896, individual records of those admitted to almshouses in the State of New York during the year.

Summary of the Board's Expenditures.

Commissioners' services and expenses...	$5,643 79	
General office expenses	17,915 05	
Department of inspection	15,529 54	
Inspector of State charitable institutions.	2,070 72	
		$41,159 10
Department of State and alien poor.....		40,950 55
Total		$82,109 65

The Board's Non-partisan Policy.

No single official act of the Board, including the employment of its officers, inspectors and other employes, has been dictated by any political or personal consideration, all appointments having been made strictly in accordance with the rules of the civil service. The Board has, therefore, been under no temptation to increase its force beyond the number necessary to accomplish the work intrusted to it by law.

The non-partisan character of the Board has been considered and respected by the Governors of the State since the Board was established. There are members now sitting in its councils who, though Republicans, were appointed by Democratic Governors; and on the other hand, there are Democrats sitting on the Board who were appointed by Republican Governors. All the judicial

districts of the State are represented within its membership as are also the different forms of religious belief.

With a keen realization of the many serious evils and abuses that are fostered in the administration of public charitable and reformatory institutions when their management is controlled or directed by political considerations, this Board has not only consistently maintained an absolutely non-partisan attitude in its supervisory relations to such institutions, but has not hesitated to seek to remove them from political influences whenever possible. So long as the present Board remains in office, it will continue to adhere to this non-partisan policy.

THE BOARD'S LEGAL PROCEEDINGS IN THE CASE OF THE NEW YORK SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN.

Since the Board's thirty-third annual report was submitted to the Legislature of 1900, the motion then pending before the Court of Appeals, at the instance of the Board, for a reargument in the case of the State against the New York Society for the Prevention of Cruelty to Children, has been decided adversely by the court, on a second opinion, written by Judge O'Brien, concurred in by Judges Parker, Gray and Bartlett, and dissented from by Judges Haight, Martin and Vann, the court being divided precisely as before. This virtually reaffirmed the previous decision of the court.

To present the matter to the Legislature, it is necessary to make a somewhat full statement of the prevailing opinion of the Court of Appeals and to discuss the same. This is done with the utmost deference to the court and without intending any criticism upon the court's determination. The matter is presented to enable the Legislature to decide whether the policy of the State, which the

Board believed it was pursuing, and which was approved by the court of first instance and unanimously affirmed by the Appellate Division of the Supreme Court, is to be affirmed or provided for by the Legislature.

1. The court holds that a charitable institution, within the meaning of the Constitutional provisions defining the Board's duties, must be one which in some form or to some extent receives public money for the support and maintenance of indigent persons; by public money being meant money raised by taxation not only in the State at large, but in any city, county or town.

The Constitution, in section 11 of article VIII., says: "The legislature shall provide for a state board of charities, which shall visit and inspect all institutions, whether state, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character, excepting only such institutions as are" subject to the visitation and inspection of the State Commission in Lunacy and the State Commission of Prisons.

In this connection it is to be noted that the words "all institutions" are further emphasized and their meaning more clearly defined by the words "excepting only." When it is understood that the Board had, since the passage of chapter 571 of the Laws of 1873, been exercising these very powers, and that the language of the Constitution was agreed upon by Hon. Joseph H. Choate, the distinguished president of the Constitutional convention, and Hon. Edward Lauterbach, chairman of the committee on charities, it will be readily understood that the words were most carefully chosen to express the purpose intended.

2. The court says, in explanation of the restrictions imposed on the language of the Constitution, by the decision, "The whole

discussion resolves itself, in the end, into the inquiry: What is a charitable institution within the meaning of the Constitution and the statutes? When that term as used in the Constitution is defined the controversy is settled, since the statutes are no broader than the Constitution, and whatever construction is placed upon the fundamental law, the same construction would follow with respect to the same terms when used in the statute. * * * All must admit that it does not include every corporation or society that has some charitable feature or is engaged in some good work, but that the meaning of these terms must be limited."

The Board's jurisdiction is, of course, limited, but properly limited, it claims, only by the specific meaning of the language of the Constitution and the statutes, which, it believes, are self-explanatory.

The Board has always considered that its limited jurisdiction under the Constitution and the State Charities Law, extended to every organized charity in the State, which it was possible to visit or inspect, to investigate if necessary, and from which it was possible to obtain an annual report of receipts and expenditures. This is entirely in accordance with the provisions of the statute, and was found by the Board a perfectly practical point at which to draw the line. Until the proceedings were taken in the case of the New York Society for the Prevention of Cruelty to Children, no one had sought seriously and successfully to dispute the Board's jurisdiction as thus defined.

The jurisdiction thus exercised by the Board made it possible to safeguard the care of the dependent inmates, citizens of the State, in institutions almost always specifically empowered by the State to carry on their charitable work, including the custody

of trust funds; to safeguard the uses of such moneys against misuse and dishonesty, and to present annually to the Legislature and the public, valuable facts with relation to the dependency of the State, information not only useful now, but of great historic value. This system was working smoothly and harmoniously until the decision of the court.

3. The adoption of the principle that the words of the Constitution are restricted by the rule laid down by the court as to the receipt of public moneys, will, the court says, permit the Board to visit, inspect and regulate every institution in the State, public or private, where children or adults are maintained, in whole or in part, by the use of public money, *and every institution, public or private, where children or adults are sent or detained for support or maintenance in pursuance of any law.*

The closing words of this paragraph, here italicized, would appear to be a substantial modification of the court's original decision that only institutions in receipt of public moneys are within the Board's jurisdiction. It will be seen, however, that this apparent qualification of the former decision is really based upon the presumption that "every institution, public or private, where children or adults are sent or detained for support or maintenance in pursuance of any law," is in receipt of public moneys. This, however, is a misapprehension, for there are many institutions, such as orphan asylums, in which children are detained in pursuance of law, and yet which do not receive any public moneys.

4. The court further says that charitable institutions not in receipt of public moneys to which no one is compelled by any law to go, nor obliged to remain in, are not subject to inspection. Also that it is difficult to understand upon what legal ground the

State can claim the right to inspect or regulate charitable institutions, such as a hospital, founded, endowed and owned by a private individual, and not in receipt of public moneys.

The real conditions are, however, quite different from this purely suppositious case, which was not before the court for consideration.

On the other hand, these are the actual conditions; private charitable institutions are usually formed by a number of more or less benevolent individuals, who, through incorporation, are endowed with certain powers by the State. They solicit donations from the general public, receive bequests, and provide for the unfortunate. They derive their powers from the State, and in the relief of the poor, exercise a quasi public function. And yet, it is held by the court that the State, which has empowered them, has no right to visit and inspect them or to require reports from them—its own creations.

5. "It is not very easy to see," the court says, "how the State can examine into the evils or correct the abuses in a purely private unincorporated institution to which no one could be sent, or in which no one could be detained by any law, and where the inmates can come and go at pleasure. If the framers of the Constitution had any such purpose in mind, it is remarkable that no trace of it is to be found and no reference was made to it in the proceedings and debates upon those provisions of the Constitution relating to charities. The proceedings of the convention do not disclose any purpose to interfere with private institutions that were not in any form, or to any extent, the beneficiaries of public money. I refer, of course, to those private institutions that admit or care for children or adults without any compensation from the public and where the inmates are in the institution solely by their own volition.

If the inmates in these institutions are not properly treated, they are not obliged to stay or to go there. If they are detained against their will, the process of the courts is open to them to secure their enlargement or liberation."

Those who are familiar with the inspection of charities know that a real abuse once discovered through independent official inspection is usually promptly remedied. If not remedied voluntarily, it may be brought to the notice of the courts for remedy. The purpose of the Constitutional provision was to enable the abuse to be discovered through such public inspection.

It will not seem strange that this particular aspect of the Board's work was not the subject of discussion, when it is considered that it had been the State's consistent policy for over twenty years.

By chapter 571 of the Laws of 1873, "An act further to define the powers and duties of the board of State commissioners of public charities, and to change the name of the board to the State Board of Charities," it is specifically provided that the Board shall have the powers conferred by chapter 951 of the Laws of 1867, "together with such further powers and duties" as are mentioned in the amendatory act.

By section 4 of the act of 1873, it is provided that "The said Board or any one or more of said commissioners are hereby authorized, whenever they may deem it expedient, to visit and inspect any charitable, eleemosynary, correctional or reformatory institution in this State, excepting prisons, whether receiving State aid or maintained by municipalities *or otherwise*."

Section 6 of this act provides that "Said Board shall have authority to require from the managers and from the officers in charge of any institution it is authorized to visit, any informa-

tion which said Board may require in the discharge of its duties and may prepare regulations according to which and provide blanks upon which such information shall be furnished by any such officer in a clear, uniform and prompt manner, for use by such Board."

Section 7 of the act provides, "The said Board shall be authorized to collect (and as far as it may think advantageous to embody in its annual reports) such information, both in this State and elsewhere, as it may deem proper, relating to the best manner of dealing with those who require assistance from the public funds, *or who receive aid from private charity*, and to make such suggestions from time to time as to any legislation or action which may be desirable in regard thereto. The said Board may also, from time to time, in its reports to the Legislature, present such views in regard to the best method of caring for the pauper and destitute children distributed through the various institutions of this State, or are without the instruction and guidance which the public welfare demands; and, also, to furnish in tabulated statements, as nearly as possible, the numbers, sex, age and nativity of those in this State, and in the several counties thereof, *which are in any way receiving the aid of public or private organized charity*, with any other particulars they may deem proper."

Thus it will be seen that the State, over a quarter of a century ago, by this act of Legislature, distinctly enunciated its concern in the matter of the dispensation of private charitable relief.

As the Board will herein later show, there was a new question before the Constitutional Convention, and this question, rather than the old, well-settled issues, was naturally the subject of discussion.

Further, it is, in many cases, not possible for the inmates of these institutions to have perfect liberty of action. Take, for

example, the cases of abandoned infants, of older children, and of the physically and mentally helpless and infirm. Are they at liberty to come and to go as they choose?

6. It is safe, the Court further says, to assume that such institutions, depending on the patronage of the public, will be interested to merit it by such a management of their affairs as will commend them to the confidence of their patrons, and that if they fail to treat the inmates properly they will not go there voluntarily or remain when there.

As a matter of fact, the public which supports charities, knows as a rule but little about the manner in which they are managed and spend their moneys, and instances are not altogether uncommon in which such moneys, given for the poor, have been most improperly used.

Within a comparatively recent period, an inspection of the books of a private charity in the city of New York, revealed the fact that the secretary of the institution had twice been guilty of a defalcation to a large amount. The incorporators of the institution were men of the highest character, whose names would commonly be regarded as a guarantee of absolutely honest management. The directors were also men of good standing, but were so under the influence of the secretary that it was difficult to get them to take a proper view of the situation. The guilty officer was finally retired, but only when this Board was about to bring the matter to the attention of the courts. Other instances of a like nature could also be cited, showing the reason and purpose and the practical effect of inspecting all charities receiving support from the public, whether through taxation or by voluntary contributions.

The Court, in answer to the contention of the Board's counsel that the purpose of the Constitutional provision was largely to

guard against the abuse of inmates, says, "the purpose of regulating the expenditure of public money for charity was stated and avowed by nearly every member that spoke on the subject, and in all the written records of that body." In support of this theory the address of the president, Mr. Choate, is also quoted as follows: "There was another subject which deeply agitated the minds of the people of this State, and that was the application of public money in the way of private charity. By many who had not carefully examined the subject it was believed to be inherently an evil which could only be cured by cutting it out by the roots. We have, through our charities committee, most carefully examined that question, and I think we came to the conclusion that the system which the State had deliberately adopted and carefully followed now for more than twenty years, of employing the aid of honest, faithful, devoted private charitable institutions for the care of certain wards of the State that could not otherwise be as well cared for, ought not to be departed from; but, at the same time, there were abuses incident to the conduct of that mode of charity which at least there should be a stop put to, and we have deprived the Legislature of the compulsory power in the matter. Hereafter, if this Constitution is adopted, no subordinate division of the State can be compelled, by the central power of the State, to devote a dollar of its money, against its will, to any particular form of charity. Besides that we have secured the regulation of the State Board of Charities to this effect: that wherever any public money is devoted to a private charity for the public service it shall continue under public control, and the vigilant eye and the strong arm of the people shall be able to follow every dollar of the public money into every institution to which it is so devoted."

This is precisely what the Board itself claims: that besides the old settled question of visitation and inspection, there was the new question of which Mr. Choate spoke, which did relate to the expenditure of public moneys by private charities, and was sought to be dealt with by a separate provision of the Constitution. This will be found in section 14 of article VIII. as follows: "Nothing in this Constitution contained shall prevent the Legislature from making such provision for the education and support of the blind, the deaf and dumb, and juvenile delinquents, as to it may seem proper; or prevent any county, city, town or village from providing for the care, support, maintenance and secular education, of inmates of orphan asylums, homes for dependent children or correctional institutions, whether under public or private control. Payments by counties, cities, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized, but shall not be required by the Legislature. No such payments shall be made for any inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities. Such rules shall be subject to the control of the Legislature by general laws."

Summarizing the points of the decision as briefly as possible, in the light of the former decision of the court, the Board understands them to mean that the State has no jurisdiction whatever over purely charitable institutions (as distinguished from reformatory or correctional ones) unless they are in receipt of public moneys. It has, therefore, notified all such institutions in this State that it would not hereafter seek to visit and inspect them, nor would it require reports of their receipts and expenditures. The Board has never claimed any authority to make rules or

regulations for such institutions, except in the case of dispensaries where it is required to do so by law. When evils or abuses have been discovered in the management of these institutions, it has sought to have them corrected by bringing them to the attention of the respective boards of managers.

Without intending any disrespect to the court, the Board feels compelled to say that it considers the result of this case most unfortunate for the following reasons:

1. For the first time in a quarter of a century, by preventing the collection of reports from organized charities, it prevents the Legislature and the public from having any definite knowledge annually of the amount of dependency which exists in the State. For instance, the total number of dependent children in institutions cannot now be definitely known through any official source. It can hardly be believed that the court intended this, but it is, nevertheless, one of the results of the decision.

2. The State is prevented from having any definite knowledge of the work of many of the charitable corporations it creates, not a few of them having authority to stand in the place of parents or guardians of dependent childhood.

3. The protection which the State has hitherto extended to the inmates of such exempted institutions is removed.

4. The protection to trust funds left by will or otherwise bestowed, for the use of the poor, amounting in some cases to hundreds of thousands of dollars, is also removed.

What is here said with relation to charitable institutions generally, applies with added force to societies for the prevention of cruelty to children. The Board recognizes the great amount of good accomplished by these institutions, and the unselfish labors of many of those connected with their management. The State has, however, conferred upon them the most extensive powers,

until there is to-day, in the State of New York, no single public officer, or department of government, which has anything approaching the authority over dependent children which is exercised by these societies. This, too, with no department of the State government authorized to inspect their work.

The State, it would thus appear, has the right to grant to private individuals these extraordinary powers over the children of those in humble station, but is denied the right to see that they are properly exercised. That this is a wrong state of affairs and one requiring remedy must be obvious.

These societies have, under the color of acts passed from time to time, secured for themselves and their officers various powers, until they are now by either specific provisions of law or by usage, empowered to act as police officers (chapter 145 of the Laws of 1888); complainants, witnesses, prosecuting attorneys, (chapter 559, Laws of 1895); in many cases, by usage, practically exercising (by sharing) judicial responsibilities, and, finally, actually or practically, the jailers of their prisoners, with power to maintain those committed to them during their minority (chapter 559, Laws of 1895); or otherwise to dispose of them by placing them in families (chapter 264, Laws of 1898). Children once in the custody of such society, or of some other institution at the society's instance, or through its efforts, can be retained during their minority if the papers are regular on their face, or unless an appeal is taken within twenty days. In case an appeal taken is decided against the society, the child is, by another absolutely unique provision of law, not thereby released, but can be held until the case, in the slow course of time, reaches and is decided by the Court of Appeals. (Section 749, Code of Criminal Procedure.)

Further than this, by an agreement between the New York

Society, and institutions to which commitments are made at its suggestion, children are not discharged by the institution without the society's consent.

These powers should not be possessed conjointly by any private society, no matter how benevolent its purposes, when it refuses to be subject to inspection by the State which grants them.

These facts are respectfully presented to the attention of the Legislature.

In conclusion, the Board desires to say that its legal action in the case of the New York Society for the Prevention of Cruelty to Children, was not taken to uphold any claim of authority on the part of any member or officer of the Board. It was commenced solely to uphold the paramount right of the State of New York, whose servant the Board is, to visit and inspect every institution within the State in which dependent or delinquent children are deprived of their liberty, in order to protect them from the evils, defects and abuses not unknown to such institutions, especially when removed from public scrutiny.

CHARITABLE LEGISLATION, 1900.

While the legislation affecting the administration of the public and the private charities of the State was perhaps less in volume for the session of 1900 than for several years past, the measures presented were none the less of an important character.

LEGISLATION RELATIVE TO STATE INSTITUTIONS.

Houses of Refuge for Women.

Chapter 114, Laws of 1900, amends the Penal Code relative to sentences of women convicted of felonies, with the view of eliminating from the number of those sent to houses of refuge for women, such as are convicted of felony on short term sentences. The text of the act in full is as follows:

AN ACT to amend the penal code, relative to sentences of women convicted of felonies.

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. Section six hundred and ninety-eight of the penal code, as amended by chapter three hundred and seventy-four of the laws of eighteen hundred and ninety-six, is hereby amended to read as follows:

§ 698. Imprisonment of female convict.—Any woman over the age of sixteen years, who shall be convicted of a felony in any of the courts of this state, shall, when the sentence imposed is one year or more, be sentenced to imprisonment in the state prison for women at Auburn. When the sentence imposed is less than one year, she may be committed to the county jail of the county where convicted, or to a penitentiary, or to the state prison for women at Auburn. A woman between the ages of fifteen and thirty, convicted of a felony, who has not theretofore been convicted of a crime punishable by imprisonment in a state prison, may in the discretion of the trial court be sentenced to a house of refuge or reformatory for women, to be there confined under the provisions of law relating to such house of refuge or reformatory.

§ 2. This act shall take effect September first, nineteen hundred.

It is expected that the effect of this statute will be to eliminate from houses of refuge and reformatories for women an element that has hitherto proved a disturbing one, tending to destroy proper discipline.

New York State Soldiers and Sailors' Home.

Chapter 769, Laws of 1900, is an act intended to define more exactly the relation between the State Board of Charities and the New York State Soldiers and Sailors' Home. The text of the measure is given in full.

AN ACT relating to the State Board of Charities and their control and management of the New York State Soldiers and Sailors' Home.

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. The New York State Soldiers and Sailors' Home is hereby exempted from the management and control of the State Board of Charities and in respect to said institution said board are hereafter only to exercise their constitutional right to visit and inspect.

§ 2. All acts and parts of acts inconsistent with the provisions of this act are hereby repealed.

§ 3. This act shall take effect immediately.

The act was approved on May 4th by Governor Roosevelt, who filed the following memorandum with the bill:

"It has been the consistent policy of the Nation and State to differentiate in the sharpest manner between old soldiers who are inmates of State homes and other wards of the State. Veterans are cared for by the State in homes just exactly as other veterans or the same veterans are pensioned, this pension having no analogy to the poor law relief. The purpose of this bill is merely to emphasize this phase of the State's policy. It is in no sense a reflection upon the State Board of Charities. Under the opinion of the Attorney-General herewith included, the bill does not in any way deprive the board of its full right of inspection."

NEW STATE INSTITUTIONS.

State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.

The agitation for the establishment of a State hospital for the treatment of incipient pulmonary tuberculosis resulted in the enactment of chapter 416, Laws of 1900, entitled "An act to establish a State hospital in some suitable location in the Adirondacks

for the treatment of incipient pulmonary tuberculosis, and making an appropriation therefor."

The act provides that five citizens of this State, of whom two shall be physicians, shall constitute the board of trustees. The trustees are empowered to select a site for the establishment of the hospital, such site to be subject to the approval of the State Board of Health and the Forest Preserve Board.

No person who has not been a citizen of this State for at least one year preceding the date of application may be received as a patient. "Every person desiring free treatment in said hospital shall apply to the local authorities of his or her town, city or county having charge of the relief of the poor, who shall thereupon issue a written request to the superintendent of said hospital for the admission and treatment of such person. Such request shall state in writing whether the person is able to pay for his or her care and treatment while at the hospital, which request and statement shall be kept on file by the superintendent of the hospital. * * * Admissions to said hospital shall be made in the order in which the names of applicants shall appear upon the application book to be kept as above provided by the superintendent of said hospital, in so far as such applicants are subsequently certified by the said examining physician to be suffering from incipient pulmonary tuberculosis. Every person who is declared as herein provided to be unable to pay for his or her care or treatment shall be transported to and from the hospital at the expense of said local authorities."

As to the support of free patients the act provides:

§ 15. Support of free patients.—At least once in each month the superintendent of the hospital shall furnish to the comptroller a list countersigned by the treasurer of the hospital of all

the free patients in the hospital, together with sufficient facts to enable the comptroller to collect from the proper local official having charge of the relief of the poor such sums as may be owing to the state for the examination, care and treatment of the patients who have been received by the hospital, and who are shown by the statement of such local official to be unable to pay for their care and treatment. The comptroller shall thereupon collect from the said local official the sums due for the care and treatment of each such patient at a rate not exceeding five dollars per week for each patient.

The sum of fifty thousand dollars was appropriated for the purposes of the hospital.

It will be observed that unlike the policy adopted in the case of the other State institutions, the patients of the hospital are chargeable for their support to the local authorities by whom they are sent to the institution.

State Hospital for the Care of Crippled and Deformed Children.

Chapter 369, Laws of 1900, "An act to establish the New York State Hospital for the care of crippled and deformed children," provides:

Section 1. Establishment of the New York State hospital for the care of crippled and deformed children.—A state hospital, to be known as the New York State Hospital for the Care of Crippled and Deformed Children, that shall be for the care and treatment of any indigent children who may have resided in the state of New York for a period of not less than one year, who are crippled or deformed or are suffering from disease from which they are likely to become crippled or deformed, shall be established in the city of New York or within a reasonable distance of said city of New York. No patient suffering from an incurable disease shall be admitted to said hospital. Said hospital shall provide for and permit the freedom of religious worship of said inmates to the extent and in the manner required in other institutions, by chapter three hundred and ninety-six of the laws of

eighteen hundred and ninety-two, entitled "An act to provide for better security of freedom of worship in certain institutions."

Section eight of the act defines those who may receive treatment as follows:

§ 8. Who may receive treatment.—No patient shall be received except upon satisfactory proof made to the surgeon-in-chief by the next of kin, guardian or a state, town or county officer under rules to be established by the board of managers showing that the patient is unable to pay for private treatment. Such proof shall be by affidavit. If there was an attending physician before the patient entered the hospital, it shall be accompanied by the certificate of such physician giving the previous history and condition of the patient.

The sum of fifteen thousand dollars was appropriated to carry out the provisions of the act.

Amendments to the Poor Law.

As to Settlement.—Chapter 345, Laws of 1900, repeals section 57 of the Poor Law which provided that: "A person who has gained a settlement in a town or city loses the same by continuous residence elsewhere for one year."

Experience seems to have shown that the operation of this special provision which was adopted as an amendment of the Poor Law in 1897, has given rise to much needless litigation respecting lawful settlement.

Burial of Soldiers, Sailors and Marines.—A further amendment to the Poor Law is that of chapter 24, Laws of 1900, with reference to the burial of soldiers, sailors and marines. The amendment substitutes for the words "Who served in the army or navy of the United States during the late war of the rebellion, or in the last war with Mexico" the words "who has served in the military

or naval service of the United States." Thus the provisions of the original act are extended to all honorably discharged soldiers, sailors or marines who have at any time served in our army or navy.

Proposed Legislation which Failed of Enactment.

A measure which proposed to amend the Membership Corporations Law so as to place societies for the prevention of cruelty to children in the category of institutions subject to the visitation and inspection of the State Board of Charities, failed of enactment.

Certain amendments to the State Charities Law which were proposed, were likewise defeated. These amendments sought to distinguish between charities supported by the various political divisions of the State through taxation, and those maintained in whole or in part by private contributions. In relation to private charities, the duties and powers of the State Board were restricted by the amendments proposed, to visits and inspection. The term supervision or its equivalent as applied to all such private charities was to be eliminated from the statute. Although these measures as amended after friendly conference between the representatives of private charities and the Board, received the indorsement of the State Charities Aid Association, the Charity Organization Society of New York and many distinguished philanthropists, they failed of adoption.

SALARY CLASSIFICATION COMMISSION.

By chapter 383 of the Laws of 1899, amending the State Finance Law, the State Comptroller and the President of the State Board of Charities, are required, subject to the approval in writing of the Governor, to classify into grades the officers and employes of the various charitable and reformatory institutions

required by law to report to the Comptroller, and to fix the salaries and wages to be paid such officers and employes, the Comptroller to have the power of audit subject to such classification.

This important act affected the salaries and wages of more than a thousand officers and employes, connected with the following named institutions, 13 in number: Elmira Reformatory, Elmira; State Industrial School, Rochester; House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford; Syracuse State Institution for Feeble-Minded Children, Syracuse; State Custodial Asylum for Feeble-Minded Women, Newark; Rome State Custodial Asylum, Rome; Craig Colony, Sonyea; New York State Soldiers and Sailors' Home, Bath; New York State Woman's Relief Corps Home, Oxford; Thomas Asylum, Iroquois; and the New York State School for the Blind, Batavia.

Upon the passage of this statute, the State Comptroller and the President of this Board, through their respective representatives, Deputy Comptroller Theodore P. Gilman, and the Board's Secretary, Robert W. Hebberd, caused a thorough inquiry to be made at the institutions affected, with relation to the positions, duties, hours of work, length of service, and the salaries and wages of the officers and employes of such institutions, and as to other matters relative thereto, the testimony being taken by a stenographer and transcribed for the information of the Commission. After considering all the facts obtainable on the subject, including the salary and wages schedules of the State Commission in Lunacy, and the State Civil Service Commission, together with the prevailing rate of wages in the various localities where the institutions are situated, a draft of suggested salaries and wages was prepared by the Commission's representatives and sent to the

institutions for consideration. Conferences were later held with representatives of the institutions, appointed for that purpose, with the result that a substantial agreement was reached in nearly every case.

Deputy Comptroller Gilman and Secretary Hebberd thereupon submitted a detailed report to the Commission, including the suggested schedule of salaries and wages finally prepared by them.

This report, together with the proposed schedule, was then printed by the Commission and sent to the boards of managers of the institutions affected, who were requested to consider it carefully, and to make such suggestions as seemed to them advisable for changes in the schedules.

After considering all the answers received and accepting such suggestions as seemed desirable, the Commission on October 15 last, adopted the schedule as it now stands, to take effect January 1, 1901, and this was, on November 13, approved by Governor Roosevelt in writing, as the statute provides.

The most important result of the adoption of this schedule, is to secure substantial uniformity in the salaries and wages paid in like positions at the various institutions affected, with provision for equitable increase of pay in accordance with length of satisfactory employment. While some of the larger salaries have been reduced, a number of the smaller ones have been increased, with the belief that this should result in improved service on the part of those who are brought most directly into contact with the inmates of the various institutions, thus securing better care for the unfortunate and helpless.

Among other changes, the Commission has provided for improvement in the scholastic work of some of the institutions, by allowing more adequate compensation to the teachers, and re-

quiring that they shall hold not less than a second grade certificate.

Resident women physicians have been provided for Craig Colony, the Houses of Refuge for Women at Hudson and Albion, and the New York State Reformatory for Women at Bedford, and women parole agents and women marshals for the latter class of institutions.

NEED OF FURTHER PROVISION FOR THE FEEBLE-MINDED AND THE IDIOTIC.

For several years past this Board has called the attention of the Legislature to the necessity of making further provision in the State institutions for the care and training of the feeble-minded and the idiotic, more especially for the children and the younger women of this class of the State's wards, and to this end has recommended necessary appropriations to extend the facilities of the State institutions designed for the care of such unfortunates. This necessity is again earnestly brought to the attention of the Legislature, and the recommendations for necessary appropriations repeated.

New York State long since adopted the policy of segregating these unfortunates in State institutions, but, although considerable progress has been made in this direction, the State has been slow in making necessary provision for their care, with the result that some of the feeble-minded children of the State are receiving suitable care and training in the Syracuse State Institution for Feeble-Minded Children, while many other children equally needing admittance thereto and equally entitled to the care of the institution, are being maintained at public expense in private institutions unfitted for their training, and in unfortunate association with normal children. This, the Board considers a serious evil.

In addition to this, many of the younger feeble-minded women are receiving the protecting care of the State Custodial Asylum for Feeble-Minded Women at Newark, while their less fortunate, but no less needy sisters, equally entitled to the State's care in this institution, are subject to all the degrading influences of a life passed in part in the almshouse, where restraint is impracticable, and in part, being at liberty to come and to go as they choose, in the outside world an easy prey to the low-minded and vicious. This also is a serious evil.

These are conditions demanding remedy, and in connection with its recommendations for appropriations to the State institutions, the Board recommends appropriations to those for the feeble-minded at Newark and Rome, that will help to correct these unfortunate conditions.

THE REGULATION OF DISPENSARIES.

The rules and regulations made by the Board, in compliance with chapter 368, Laws of 1899, in accordance with which all dispensaries shall furnish, and applicants obtain, medical or surgical relief, advice or treatment, medicine or apparatus, have now been in operation upwards of a year. During this time inspections have been made from time to time for the purpose of determining how far they have been complied with and what defects might be discovered upon their practical application. It appears from these inspections that the larger number of the dispensaries have endeavored to comply fully with the rules, that a certain number have complied only in part, while a few have ignored them altogether. As there had been some criticisms of the rules by the officers of dispensaries, it was deemed advisable to issue a circular to them inviting a free discussion of the rules with suggestions as to their improvement. A large number of

replies were received with a number of suggested changes. In order to have a final settlement of the rules, a meeting of the officers of dispensaries was held and the different proposed changes were submitted for discussion. At the conclusion, the Committee on Dispensaries recommended and the Board approved such changes in the rules as, in its opinion, the experience gained in their enforcement rendered desirable. These changes were slight and do not impair their efficiency. The amended rules were adopted at a meeting of the Board held October 10, 1900, and are now in force throughout the State. The experience of the past year in the enforcement of these rules justifies the belief that all of the dispensaries will in the near future rigidly enforce them, both in the interests of the public welfare and for their own protection against a class of persons who seek medical relief from charities while able to employ physicians.

THE QUARTERLY RECORD.

For the purpose of diffusing reliable information of a practical nature respecting philanthropic work and progress to those who are interested in the public and the private charitable work of this State, to secure improvement in the administration of the charities of the State, whether under public or private control, and to foster harmonious co-operation between them, the Board, in accordance with the plan outlined in its report to the Legislature of 1900, commenced in March last the publication of a small periodical called The Quarterly Record, under the auspices of an editorial committee consisting of Commissioners Stewart, Stoddard and Smith.

This was issued in March, June, September and December, thereby completing the first volume, which contains 382 pages. Among the items published in this volume are the following:

"Proceedings of the Board," at its stated and special meetings; "Statistics of State Institutions," showing their population, receipts and expenditures, the latter in per capita form also; "Report on Proposed State Hospital for the Treatment of Pulmonary Consumption;" "Report on Children's Bureau, Department of Public Charities, Boroughs of Manhattan and the Bronx, New York City;" "State Inspection of Private Charitable Institutions, Societies or Associations;" "Decisions in the Case of the State Board of Charities v. The New York Society for the Prevention of Cruelty to Children;" "Inspection of Private Charities;" "Charitable Legislation, Session of 1900;" "New York State Conference of Charities and Correction;" "Report to the Comptroller and the President of the State Board of Charities on the Proposed Salaries and Wages Schedules of the Institutions which Report to the Comptroller;" "Co-operation between Public and Private Agencies in Caring for Children;" "The System of Inspection of Almshouses Instituted by the State Board of Charities," and "The George Junior Republic."

It is the purpose of the Board to continue the publication of The Quarterly Record in order that the people of the State may be as fully informed as possible of the administration of its work, as well as of the public and the private charitable work of the State over which it has jurisdiction.

AWARD TO THE BOARD AT THE PARIS EXPOSITION.

The Board is officially informed that it has been awarded the diploma of a Grand Prix at the Paris Exposition. The Board's exhibit there consisted mainly of bound copies of its recent annual reports to the Legislature, probably more complete than any other like reports published, together with pictures and descriptive text illustrating the almshouse system of the State.

NUMBER AND CLASSIFICATION OF BENEFICIARIES IN INSTITUTIONS SUBJECT TO THE VISITATION AND INSPECTION OF OF THE BOARD, OCTOBER 1, 1900:

Aged and friendless persons		*3,368
Almshouse institution inmates (exclusive of those classified below)		10,794
Blind in almshouses		344
Blind in other institutions		297
Deaf in almshouses		94
Deaf in other institutions		1,578
Dependent children (exclusive of 1,777 committed for delinquency, included with "juvenile offenders")	26,872	
Indian children at Thomas Asylum	126	
		*26,998
Disabled soldiers and sailors		1,969
Epileptics in almshouses		357
Epileptics in Craig Colony		612
Hospital patients		*6,217
Idiotic and feeble-minded in almshouses		1,257
Idiotic and feeble-minded in State institutions		1,312
Juvenile offenders		3,658
Reformatory inmates (women and girls)		1,800
Total		*60,655

STATE INSTITUTIONS.

Fourteen of the State's charitable institutions are subject to the visitation and inspection of the Board.

These, named in the order in which they were established, are as follows: State Industrial School, Rochester, 1846; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; Thomas

*The large reduction in number from the reports of previous years, is due to the omission of the inmates of institutions not in receipt of public moneys, in accordance with the decision of the Court of Appeals.

Asylum for Orphan and Destitute Indian Children, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875, reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and incorporated separately by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; House of Refuge for Women, Hudson, 1881; Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892 (not yet open); Rome State Custodial Asylum, Rome, 1893; Craig Colony, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1849; New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, 1900 (not yet open).

The receipts of these institutions for the fiscal year ending September 30, 1900, including balance on hand at the beginning of the year ($77,098.41), amounted to $1,345,720.39. Their expenditures aggregated $1,254,224.86; $837,670 being for maintenance, $380,000.99 for improvements, while $36,553.87 was returned to the State treasurer pursuant to the provisions of law. The number of their beneficiaries was 7,056.

PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation, and inspection: New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the city of New York (commonly called

the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Fordham, with branches at Brooklyn and Westchester, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1900, were from cash on hand, $63,925.84; from public sources, $612,471.90; from private sources, $307,699.56; total receipts, $984,097.30; their expenditures aggregated $940,189.78, and the total number of their beneficiaries was 3,273.

During the year all the State institutions under the jurisdiction of the Board, were visited and inspected by the President of the Board, and also by the several committees of the Board respectively charged with their oversight. They and the private institutions receiving State appropriations were regularly visited and inspected by the Board's Inspector of State Charitable Institutions.

SUMMARY OF RECOMMENDATIONS FOR LEGISLATION.

The Board makes the following recommendations for legislation:

1. That all the special appropriations for the State institutions within the jurisdiction of the Board be included in one bill, with such provisions as will insure in every instance the most careful

and economical expenditure of the moneys appropriated, in exact accordance with the intentions of the Legislature.

While believing that all important work should be done by contract, the Board approves of allowing the labor of inmates to be used, without compensation, in minor construction work, where this is recommended by the State Architect as feasible and economical, provided advance estimates for the satisfactory completion of the work within the appropriation, are approved by the Comptroller.

2. That the present site of the State Industrial School, in the city of Rochester, be sold, and a less costly site purchased in the country, to which the school can be removed.

3. That the House of Refuge on Randall's Island be also removed to the country, and that the girls' department of the institution be discontinued, the older girls being sent to the new reformatory at Bedford; and the younger to the New York Juvenile Asylum, and the New York Catholic Protectory, or like institutions.

Also, that this institution be placed under the rules of the State Civil Service Commission.

4. That legislation be enacted to prevent the continuance of the fourteen liquor saloons at the gates of the New York State Soldiers and Sailors' Home, at Bath, which are supported by the patronage of members of the Home, and are regarded as a source of demoralization to its discipline.

CONSTRUCTION WORK AT STATE INSTITUTIONS.

By the provisions of the State Charities Law the plans and specifications of all construction work at the State institutions under the Board's supervision, are subject to its approval; in every case where such approval is given, it is with the provision

expressly stated in writing, that the work is to be completed within the appropriation, and copies of this notice are sent to the State Comptroller, the State Architect, and the Boards of Managers of the respective institutions.

APPROPRIATIONS GRANTED IN 1900, AND RECOMMENDED FOR 1901.

The following table shows the amounts appropriated for maintenance and for extraordinary expenses, respectively, by the Legislature of 1900 to the various State institutions subject to the Board's supervision, the amounts recommended by the Board for appropriations to such institutions by the Legislature of 1901, and the pages of this report wherein the condition and needs of the institutions are specifically set forth. These recommendations were determined upon at a series of conferences between representatives of the State Comptroller, the State Architect and this Board, after careful inquiries had been made with relation to the needs of the various institutions:

NAME OF INSTITUTION.	APPROPRIATIONS IN 1900.		RECOMMENDED FOR 1901.		Page.
	Maintenance.	Extraordinary expenses.	Maintenance.	Extraordinary expenses.	
State Industrial School, Rochester	$180,000 00	$1,000 00	$175,000 00	$7,000 00	58-61
House of Refuge for Women, Hudson	66,000 00	44,500 00	66,000 00	14,000 00	61-67
Western House of Refuge for Women, Albion	38,000 00	4,400 00	35,000 00	13,548 00	67-71
New York State Reformatory for Women, Bedford	10,000 00	29,450 00	47,800 89	27,000 00	71-74
Society for the Reformation of Juvenile Delinquents in the City of New York	150,000 00	56,900 00	150,000 00	27,265 00	74-79
Syracuse State Institution for Feeble-Minded Children	94,000 00	11,637 00	80,000 00	20,400 00	79-82
State Custodial Asylum for Feeble-Minded Women, Newark	55,000 00	17,803 27	55,000 00	68,300 00	83-87
Rome State Custodial Asylum	75,000 00	*5,465 00	75,000 00	136,830 00	87-92
Craig Colony, Sonyea	106,000 00	89,854 49	125,000 00	144,126 11	92-97
New York State Soldiers and Sailors' Home, Bath	190,000 00	61,140 00	†210,000 00	84,730 00	98-102
New York State Woman's Relief Corps Home, Oxford	20,000 00	51,084 00	20,000 00	42,038 18	102-107
Thomas Asylum for Orphan and Destitute Indian Children, Iroquois	22,000 00	20,202 50	22,000 00	40,600 00	107-112
New York State School for the Blind, Batavia	37,000 00	5,160 00	38,000 00	4,946 00	113-116
New York State Hospital for the Care of Crippled and Deformed Children	15,000 00	.....	10,000 00	4,250 00	116-120
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis	.....	50,000 00	.....	.....	120-121
Totals	$1,053,000 00	$448,596 26	$1,108,800 89	$635,028 29	.....

* Through an inadvertence, apparently, the Legislature of 1900 failed to make an appropriation for new buildings and betterments at this institution, which will account in part for the amount now recommended.

† The National government pays $100 a year towards the support of each member of the Home, thereby refunding to the State a large amount of the maintenance appropriation. During the last fiscal year this amounted to the sum of $151,031.64.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1900.

	State Industrial School, Rochester.	House of Refuge for Women, Hudson.	Western House of Refuge for Women, Albion.	Society for the Reformation of Juvenile Delinquents of the City of New York.	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Rome.
Average number of inmates	830	279	134	801	515	413	354
Total ordinary expenditures	*$178,440 12	*$65,648 64	*$32,485 29	$138,881 04	*$87,960 85	*$47,219 91	*$65,883 26
Average annual cost of support	214 99	235 30	242 43	173 38	170 80	114 33	186 11
Average weekly cost of support	4 13	4 52	4 66	3 33	3 28	2 19	3 58
Expended for salaries of officers, wages and labor	76,659 77	26,805 66	14,428 71	63,441 21	33,948 22	18,508 38	32,127 62
Average annual per capita expenditure for salaries, wages and labor	92 36	96 08	107 68	79 20	65 92	44 81	90 76
Expended for provisions	36,780 25	12,613 88	4,978 42	34,240 20	21,203 19	11,393 46	13,053 02
Average annual per capita expenditure for provisions	44 31	45 21	37 15	42 75	41 17	27 59	36 87
Expended for household stores	3,499 08	3,496 42	1,224 58	5,384 49	3,352 10	2,812 75	1,805 58
Average annual per capita expenditure for household stores	4 22	12 53	9 14	6 72	6 51	6 80	5 10
Expended for clothing	5,229 65	2,931 93	1,334 25	8,965 57	7,860 26	1,874 37	2,676 42
Average annual per capita expenditure for clothing	6 30	10 52	13 69	11 19	15 26	4 54	7 56
Expended for fuel and light	28,101 34	7,814 26	5,720 05	11,774 12	10,525 80	5,652 78	9,457 02
Average annual per capita expenditure for fuel and light	33 86	28 01	42 68	14 70	20 44	13 69	26 71
Expended for hospital and medical supplies	1,023 39	431 71	208 59	409 98	902 55	435 50	307 45
Average annual per capita expenditure for hospital and medical supplies	1 24	1 55	1 56	51	1 75	1 06	87
Expended for transportation and traveling expenses	2,198 91	1,328 78	410 26	816 75	4 00	.....	.....
Average annual per capita expenditure for transportation and traveling expenses	2 65	6 55	3 06	1 02	01	.....	.....
Expended for shop, farm and garden supplies	11,657 29	3,025 96	1,168 66	8,054 64	5,512 79	2,546 72	3,347 62
Average annual per capita expenditure for shop, farm and garden supplies	14 05	10 85	8 72	10 06	10 70	6 17	9 46
Expended for ordinary repairs	3,345 05	14 36	128 08	989 56	1,306 85	542 90	273 41
Average annual per capita expenditure for ordinary repairs	4 03	05	96	1 23	2 54	1 31	77
Expended for expenses of trustees or managers	364 63	535 21	247 76	.....	45 44	288 17	422 07
Average annual per capita expense of trustees or managers	44	1 92	1 85	.....	09	70	1 19
All other ordinary expenses	9,572 76	6,147 47	2,135 93	4,804 52	3,299 65	3,164 88	2,413 05
Average annual per capita expenditure for all other ordinary expenses	11 53	22 03	15 94	6 00	6 41	7 66	6 82

* Exclusive of amount returned to State Treasurer in accordance with chapters 572 and 580, Laws of 1899.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, ETC.—(*Concluded*).

	Craig Colony, Sonyea.	New York State Soldiers and Sailors' Home, Bath.	New York State Woman's Relief Corps Home, Oxford.	Thomas Asylum for Orphan and Destitute Indian Children, Iroquois.	New York State School for the Blind, Batavia.	Totals and averages.
Average number of inmates	502	1,483	65	125	123	§469
Total ordinary expenditures	**$102,889 89	*$182,776 24	*$13,976 77	*$21,292 83	*$37,296 72	¶$974,751 56
Average annual cost of support	204 96	123 25	215 03	170 34	303 22	§196 18
Average weekly cost of support	3 93	2 37	4 13	3 27	5 83	§3 77
Expended for salaries of officers, wages and labor	40,118 37	59,575 55	5,810 94	9,817 47	22,308 14	¶403,550 04
Average annual per capita expenditure for salaries, wages and labor	79 92	40 17	89 40	78 54	181 37	§87 18
Expended for provisions	†30,916 82	65,826 49	2,719 99	3,037 77	7,218 26	¶243,981 75
Average annual per capita expenditure for provisions	61 59	44 39	41 84	24 30	58 68	§42 15
Expended for household stores	2,576 86	3,069 23	432 31	629 93	653 01	¶28,936 34
Average annual per capita expenditure for household stores	5 13	2 07	6 65	5 04	5 31	§6 27
Expended for clothing	4,476 54	10,568 41	337 79	1,530 24	634 80	¶48,923 23
Average annual per capita expenditure for clothing	8 92	7 13	5 20	12 24	5 16	§8 98
Expended for fuel and light	10,226 56	17,166 47	1,671 25	2,649 88	3,363 54	¶114,126 07
Average annual per capita expenditure for fuel and light	20 37	11 57	25 71	21 20	27 35	§23 86
Expended for hospital and medical supplies	1,170 91	3,988 59	495 13	55 44	107 02	¶9,541 26
Average annual per capita expenditure for hospital and medical supplies	2 33	2 69	7 62	45	87	§1 88
Expended for transportation and traveling expenses	84 01	1,678 82	.....	291 74	185 09	¶7,498 36
Average annual per capita expenditure for transportation and traveling expenses	17	1 13	.....	2 33	1 50	§1 53
Expended for shop, farm and garden supplies	‡8,868 34	6,669 74	747 34	1,761 73	1,342 22	¶54,703 05
Average annual per capita expenditure for shop, farm and garden supplies	17 66	4 50	11 50	14 09	10 91	§10 72
Expended for ordinary repairs	623 13	1,260 56	61 56	65 49	132 61	¶8,743 56
Average annual per capita expenditure for ordinary repairs	1 24	85	96	53	1 08	§1 30
Expended for expenses of trustees or managers	876 97	1,269 70	565 34	279 16	235 89	¶5,130 34
Average annual per capita expense of trustees or managers	1 75	86	8 70	2 23	1 92	§1 80
All other ordinary expenses	2,951 38	1,702 68	1,135 12	1,173 98	1,116 14	¶49,617 56
Average annual per capita expenditure for all other ordinary expenses	5 88	7 89	17 46	9 39	9 07	§10 51

* Exclusive of amount returned to State Treasurer in accordance with chapters 572 and 580, Laws of 1899. † Includes $11,382.23 for value of home products. ‡ Includes $4,895.75 for value of home products. § Average for twelve institutions. ¶ Total ordinary expenditures for twelve institutions, exclusive of amount returned to State Treasurer. ** Excluding amount returned to State Treasurer, but including home products.

TABLE showing the number of inmates in the State Institutions, subject to the visitation and inspection of the State Board of Charities, October 1, 1900, arranged with reference to the representation from the several counties of the State.

COUNTIES.	State Industrial School, Rochester.	House of Refuge for Women, Hudson.	Western House of Refuge for Women, Albion.	Society for the Reformation of Juvenile Delinquents, in the City of New York.	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Rome.	Craig Colony, Sonyea.	New York State Soldiers and Sailors' Home, Bath.	New York State Women's Relief Corps Home, Oxford.	Thomas Asylum for Orphan and Destitute Indian Children, Iroquois.	New York State School for the Blind, Batavia.	Total.
Albany	25	3	.....	6	15	13	12	11	87	1	.....	3	176
Allegany	2	.....	5	.....	7	4	2	6	17	.....	.....	2	45
Broome	23	6	2	.....	9	4	4	4	21	3	.....	2	78
Cattaraugus	18	.....	2	.....	5	3	3	7	24	.....	†58	1	121
Cayuga	18	.....	11	.....	7	9	2	10	21	3	.....	.....	81
Chautauqua	12	.....	10	.....	11	4	4	5	14	2	.....	3	65
Chemung	12	3	5	.....	19	8	4	10	55	.....	.....	3	119
Chenango	12	4	.....	.....	2	4	3	2	3	4	.....	2	36
Clinton	3	15	.....	.....	5	5	7	2	.....	.....	.....	.....	37
Columbia	5	6	.....	4	9	6	8	4	9	.....	.....	1	52
Cortland	8	.....	.....	.....	2	4	1	1	5	6	.....	.....	27
Delaware	3	1	.....	.....	3	4	2	2	5	1	.....	.....	21
Dutchess	23	13	.....	7	6	2	6	6	18	.....	.....	1	82
Erie	99	.....	21	.....	48	27	18	48	199	6	‡13	19	498
Essex	2	.....	.....	.....	2	.....	5	1	5	.....	.....	.....	15
Franklin	11	1	.....	.....	.....	2	9	5	5	.....	§7	.....	40
Fulton	6	3	.....	.....	1	12	2	3	7	.....	.....	.....	34
Genesee	14	.....	1	.....	3	3	2	4	9	2	.....	4	42
Greene	.....	6	.....	4	2	1	4	1	3	.....	.....	3	24
Hamilton	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	.....	.....	3
Herkimer	5	7	.....	.....	2	6	2	3	14	.....	.....	.....	39
Jefferson	32	5	1	.....	4	14	4	5	20	1	.....	3	89
Kings	.....	8	.....	186	40	7	33	53	336	17	.....	.....	680
Lewis	.....	1	.....	.....	5	3	2	2	3	1	.....	1	18
Livingston	6	.....	.....	.....	4	1	2	9	12	3	.....	3	40
Madison	5	1	.....	.....	10	1	3	2	13	.....	.....	1	36
Monroe	58	.....	23	.....	27	21	19	43	149	7	.....	9	356
Montgomery	10	2	.....	.....	7	4	4	5	9	1	.....	1	43
Nassau	.....	1	.....	15	1	1	.....	1	18	.....	.....	.....	32
New York	.....	23	.....	474	66	81	51	180	280	2	.....	.....	1,157
Niagara	21	.....	11	.....	9	8	9	12	22	.....	¶12	.....	104
Oneida	20	3	1	.....	24	11	15	13	58	8	¶10	7	170
Onondaga	59	18	3	.....	30	10	12	14	73	7	**24	2	252
Ontario	11	.....	8	.....	9	12	2	7	18	.....	.....	3	70
Orange	4	23	.....	24	6	4	5	6	14	1	.....	4	91
Orleans	11	.....	3	.....	2	1	1	3	9	.....	.....	1	31
Oswego	16	5	.....	.....	7	6	4	8	17	.....	.....	3	66
Otsego	8	3	.....	.....	13	10	2	3	1	.....	.....	.....	40
Putnam	.....	.....	.....	1	.....	2	1	4	1	.....	.....	.....	9
Queens	.....	6	.....	12	5	1	9	2	9	.....	.....	.....	44
Rensselaer	51	7	.....	2	17	4	15	6	37	.....	.....	5	144
Richmond	1	5	.....	10	3	3	1	3	3	.....	.....	.....	29
Rockland	3	4	.....	3	2	3	1	3	6	.....	.....	.....	25
St. Lawrence	31	23	.....	.....	4	5	4	14	10	.....	.....	.....	91
Saratoga	24	2	.....	.....	4	10	4	6	11	.....	.....	1	62
Schenectady	14	7	.....	.....	3	1	2	.....	16	.....	.....	.....	43
Schoharie	.....	1	.....	.....	2	1	.....	2	5	.....	.....	.....	11
Schuyler	1	.....	.....	.....	2	2	4	.....	7	1	.....	.....	17
Seneca	7	.....	1	.....	3	1	4	3	13	.....	.....	.....	32
Steuben	16	4	12	.....	8	5	6	9	68	6	.....	.....	134
Suffolk	.....	3	.....	19	2	6	1	3	19	.....	††2	.....	55
Sullivan	.....	.....	.....	.....	6	4	3	.....	5	.....	.....	.....	18
Tioga	9	4	.....	.....	8	3	2	11	11	.....	.....	2	50
Tompkins	16	3	5	.....	9	2	5	4	12	.....	.....	.....	56
Ulster	7	7	.....	22	14	7	4	4	5	.....	.....	2	72
Warren	8	2	.....	.....	3	2	2	3	3	.....	.....	2	25
Washington	5	1	.....	.....	2	3	2	2	7	.....	.....	2	24
Wayne	6	.....	.....	.....	6	11	3	2	14	.....	.....	2	44
Westchester	13	28	.....	38	13	10	7	16	38	4	.....	.....	167
Wyoming	4	.....	.....	.....	5	7	1	9	9	1	.....	1	37
Yates	6	.....	4	.....	2	5	2	5	9	4	.....	1	38
State at large	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Other States	.....	.....	.....	.....	1	.....	.....	.....	80	.....	.....	.....	81
Total	784	268	129	827	546	414	352	612	1,969	92	126	100	6,219

† Of these, 13 belong to the Allegany Reservation and 45 to the Cattaraugus Reservation.
‡ Tonawanda Reservation. § St. Regis Reservation. ‖ Tuscarora Reservation. ¶ Oneida Reservation.
** Onondaga Reservation. †† Shinnecock Reservation.

STATE INDUSTRIAL SCHOOL, ROCHESTER, MONROE COUNTY.

[Established 1846.]

This institution has capacity for 1,000 inmates.

At the commencement of the fiscal year there were present 715 boys and 110 girls; total 825. During the year 466 boys and 55 girls were received, and 478 boys and 84 girls discharged, leaving a population, October 1, 1900, of 703 boys and 81 girls; total, 784, or a decrease of 41. The average number of inmates during the year was 830, and the average weekly cost of support, including the value of home and farm products consumed, $4.15; excluding the value of home and farm products consumed, $4.13.

The receipts during the year were: From cash on hand at the beginning of the year, $906.20; from special appropriations, $1,979.15; from general appropriations, $178,300.00; and from other sources, $476.75; making the total receipts for the year, $181,662.10.

The ordinary expenditures were: For salaries of officers, $17,229.72; for wages and labor, $59,430.05; for provisions, $36,780.25; for household stores, $3,499.08; for clothing, $5,229.65; for fuel and light, $28,104.34; for hospital and medical supplies, $1,028.39; for transportation and traveling expenses, $2,198.91; for shop, farm and garden supplies, $11,657.29; for ordinary repairs, $3,345.05; for expenses of trustees or managers, $364.63; returned to State Treasurer, $463.35, and for unclassified expenses, $9,572.76; total, $178,903.47.

The extraordinary expenditures, including improvements, repairs and all other extraordinary expenses amounted to $1,979.15, making the aggregate expenditures for the year, $180,882.62, and leaving, September 30, 1900, a cash balance of $779.48.

There was no outstanding indebtedness and the balance in cash was the only asset.

Of the ordinary expenditures during the year, 43 per cent. was for salaries, wages and labor; 20.6 per cent. for provisions; 2 per cent. for household stores; 2.9 per cent. for clothing; 15.7 per cent. for fuel and light; .6 of 1 per cent. for hospital and medical supplies; 1.2 per cent. for transportation and traveling expenses; 6.5 per cent. for shop, farm and garden supplies; 1.9 per cent. for ordinary repairs; and 5.6 per cent. for all other ordinary expenses, including a small amount for expenses of trustees or managers.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade schools and common schools, and military system and photographing of inmates, $180,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for heaters, $1,000; for cement walks, $922.75, being the unexpended balance of an appropriation therefor made by chapter 790 of the Laws of 1897.

The total new appropriations amounted to $181,000 and the total appropriations to $181,922.75.

The commission appointed to select a suitable tract of land in Monroe county, to which the State Industrial School may be removed, has made progress in its work. About $200 has been expended out of the original appropriation of $1,500, to defray the expenses of this commission.

Work is in progress under the appropriation of $1,000 for heaters, and there has been satisfactory expenditure of nearly the entire amount of the appropriation of $922.75, for cement sidewalks.

No important changes have occurred, during the past year, in any department of this institution. The report of the special commission, appointed by the Legislature of 1898, to select a site in the country to which the institution might advantageously be removed, was transmitted to the Legislature of 1899. An act was thereupon introduced in accordance with the recommendations of this commission, providing for the appropriation necessary to secure the land required. The Legislature, however, adjourned before action was taken upon it. It is hoped that the Legislature of 1901 will make provision for this much-needed change. The present site in the city of Rochester should be sold and a less costly site purchased in the country, to which the institution should be removed as expeditiously as possible.

The departments of technical instruction and of discipline have been conducted upon lines similar to those followed during the past five years, without prospect of immediate change. With the institution located as at present, it is not probable that material changes can be accomplished. A removal to the country, however, will afford opportunity for the gradual introduction of modifications which the managers and others interested in the State Industrial School desire to see made.

The further development of the family feature and the improvement of conditions inseparable from the present site and resources, will be possible when the proposed removal is accomplished.

Discipline has been maintained. The military drill and setting up exercises contribute very largely to make this satisfactory. Beside improving the physique of the boys, they serve to develop and maintain a comparatively ready obedience to rules and regulations by encouraging, instead of repressing, youthful activities.

Among the improvements in administration, is the appointment of a resident physician, which has been urged by the State Board of Charities for some time past. The beneficent effects of constant medical supervision are already apparent in the detailed study of individual cases, which frequently demand constant professional observation, as a necessary factor in the effort for reformation.

The girls' department calls for equally favorable comment. Both the boys' and the girls' departments will be relieved of much existing embarrassment when separated. The change to a rural district is obviously necessary for the female division of the institution.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For military equipment, 300 cadet rifles to replace worn-out rifles, renewing State and National colors, equipping signal corps with sabers, 700 summer uniforms and 700 military caps, $5,000; laundry machinery, $2,000; making the special appropriations approved of, $7,000; maintenance appropriation, $175,000; making the total appropriation, $182,000.

HOUSE OF REFUGE FOR WOMEN, HUDSON, COLUMBIA COUNTY.

[Established 1881.]

This institution has capacity for 300 inmates.

The number of inmates present October 1, 1899, was 275, including 10 infants, and 114 were received during the year, making the total number 389. During the year 121 were discharged, thus leaving under care October 1, 1900, 268, of whom 8 were infants. The average number present during the year was 279, and the average weekly cost of support, including the value of

home and farm products consumed, was $4.65, excluding the value of farm and home products consumed, $4.52.

The receipts during the fiscal year ending September 30, 1900, were: From cash balance of the previous year, $2,454.72; from special appropriations, $3,161.09; from general appropriations, $63,650.00; from other sources, $739.69; total, $70,005.50.

The ordinary expenditures for the year were: For salaries of officers, $17,449.70; for wages and labor, $9,355.96; for provisions, $12,613.88; for household stores, $3,496.42; for clothing, $2,934.93; for fuel and light, $7,814.26; for hospital and medical supplies, $431.71; for transportation and traveling expenses, $1,828.78; for shop, farm and garden supplies, $3,025.96; for ordinary repairs, $14.36; for expenses of trustees or managers, $535.21; returned to the State Treasurer, $715.76; and for all other ordinary expenses, $6,147.47; total ordinary expenditures, $66,364.40. The extraordinary expenditures were reported as $3,161.09, making the total expenditures for the year, $69,525.49. The cash balance September 30, 1900, was $480.01; the only asset and the outstanding indebtedness was $113.57, for bills unpaid.

Of the ordinary expenditures during the year, 40.8 per cent. was for salaries, wages and labor; 19.2 per cent. for provisions; 5.3 per cent. for household stores; 4.5 per cent. for clothing; 11.9 per cent. for fuel and light; .7 of 1 per cent. for hospital and medical supplies; 2.8 per cent. for transportation and traveling expenses; 4.6 per cent. for shop, farm and garden supplies; .8 of 1 per cent. for expenses of trustees or managers; and 9.4 per cent. for all other ordinary expenses, including very small expenditure for ordinary repairs.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the compensation of officers and employes, for the maintenance of the institution and for the transportation of the convicts, $66,000.

Chapter 294 of the Laws of 1900 (special act), appropriated for plumbing in cottages and in administration building, $13,500; for additional fire equipment, $1,000; for reconstructing the prison building, $9,000; for building guardhouse for confinement of refractory inmates, $6,000; for arrangement of upper room in the industrial building for physical exercise and for necessary apparatus and additional stairs, $1,000; for carriage shed near gatehouse, $400; for furniture and furnishings for rooms and offices, $500; for new locks in cottages, $500; for metal ceilings in administration buildings and cottages, $2,000; for repairs to steam and electrical plants, sewerage and protection of the powerhouse, $1,000; for repairing stables and buildings connected therewith, $600; for completion of drainage and grading begun, $1,500; for repairing fences, $500; for recreation ground and equipment, $1,000; for general repairs, $1,000; for sewage disposal plant, $5,000.

The special appropriation amounted to $44,500, and the total appropriations to $110,500.

This institution, by reason of defective construction and equipment, has been a source of much expense, in connection with efforts to remedy poor work at the time of its erection, and the natural wear of the years it has been in operation. The recent appropriations have covered the general repairs and renovation of cottages, steam plant, sewerage and drainage systems, and plumbing, all of which have been, and still are, to a large degree, in bad condition. The principal work of the year has been the

general renovation of cottage No. 1, the others to be taken up in turn, as funds are available. Although much improved, this cottage has not been left in the best order, the painting being of poor quality, and much of the old flooring remains. There have been installed modern water closets and shower baths; steel ceilings are in place. The facilities for furnishing hot water are now adequate in this cottage. This is one of the evils with which the officers in the various buildings have long had to contend. Metal ceilings have also been partially installed in the administration building.

An appropriation of $5,000 for a sewage disposal plant has not been utilized, as the plans of the State Architect involve the purchase of more land, adjoining the present property. Under the first appropriation of $2,000 for surface drainage and sewer repairs, work has been completed, and that of $1,500 for drainage and grading has been disposed of under contract, work being in progress. The appropriation of $1,000 for repairs to steam and electric plants, sewerage and protection of power-house has been expended, the completion of the work requiring a small amount from maintenance account, owing to unforeseen difficulties. The appropriation for repairs to steam pipes, steam pumps and valves amounting to $2,000, has been expended, but the work will require further funds for its completion. Repairs and renovation of plumbing, covered by the appropriation of $2,500, are all in connection with cottage No. 1. The tile drain at the boiler-house, allowed by appropriation of $480, has been completed. Work has been commenced on the further repairs to cottage plumbing, under the appropriation of $13,500.

The appropriation of $1,000 for recreation ground and equipment has not been utilized. The location of the ground has been

decided. The repairs to fences, provided for by the appropriation of $500, have not been made, nor have the repairs to stables and other outbuildings. The appropriation of $500 for new locks in cottages is insufficient to pay for the necessary work. A yard for the exercise of prison inmates has been constructed, within the appropriation of $200. Construction of a carriage shed, under the appropriation of $400 has been abandoned. Additional fire extinguishing apparatus has been provided, under the appropriation of $1,000.

The important work of reconstructing the poorly arranged prison building, allowed under the $9,000 appropriation, has been deferred, as has action under the $1,000 fund for creating a gymnasium in the industrial building, the managers hoping to secure funds for the erection of a gymnasium building. Work on the guard house, for which $6,000 was appropriated, has been commenced.

The House of Refuge for Women, at Hudson, has completed an encouraging year, the reforms instituted by the new board of managers giving evidence of wise administration. Under former administrations no classification of inmates existed. Since the establishment of the new administration, however, distinct efforts in this direction appear, in the admission of new comers to a reception building instead of to the prison, under former administrations the primary and predominant feature. A successful effort has been made to arrange the cottages upon a plan which will permit of promotion from one to another. These efforts are, however, hampered by the delay in the completion of the new buildings projected and the accomplishment of changes which have been planned in existing structures.

An effort to improve the character and efficiency of the subordinate officers is noticeable, and already the good effect upon the discipline of the institution and the demeanor of the inmates is evident. An encouraging atmosphere pervades the institution, and in the place of sullenness and defiance on the part of the inmates, more hopeful and cheerful conditions are evident.

Industrial training is still limited to about one-half of the inmates, the remainder being employed in the domestic duties of the several cottages occupied by them. The difficulty under which the administration labors in this direction is from lack of work and lack of teachers. With more work and an increased corps of instructors, a larger proportion of the inmates could be employed in industrial pursuits and study. Under favorable conditions such increased classes in industrial pursuits could achieve results which would render the institution more largely self-supporting than is now possible. Provision for the manufacture by the inmates of the brushes, brooms, mattresses and other furnishings which they use, would prove to be a matter of economy, as well as of technical training.

The extremely difficult task imposed upon the present board of managers in reorganizing the institution is fully appreciated.

Instead of degrading punishments of a vindictive character, with no complete records of discipline, there has been substituted a system of encouragement, with the temporary withholding of privileges as a disciplinary measure when necessary.

The coming year, it is hoped, will see the removal of embarrassments by the acquirement of increased resources, and the facilities for a more satisfactory classification of inmates, as well as ampler provision for technical instruction.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For repairs and betterments to administration building, $6,500; covering steam pipes, $1,000; repairs to cottages, $2,000; metal ceilings, $2,000; general repairs, $2,000; gymnasium equipment, $500; making the special appropriations approved of, $14,000; maintenance appropriation, $66,000; making the total appropriation, $80,000.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION, ORLEANS COUNTY.

[Established 1890.]

This institution has capacity for 150 inmates.

The number of inmates present October 1, 1899, was 130 and 47 were admitted during the year, making the total number under care, 177. During the year 48 have been discharged or paroled, thus leaving 129 present October 1, 1900, of whom seven were infants. The average number present during the year was 134, and the average weekly cost of support, including the value of home and farm products consumed, $4.76; excluding the value of home and farm products consumed, $4.65.

The total receipts for the fiscal year ending September 30, 1900, were: From cash balance of the previous year, $2,288.56; from the State $35,468.25 as follows; for salaries of officers, $14,428.71; from special appropriations, $2,982.96; from general appropriations, $18,056.58, and from sales of farm produce; $6.00; total, $37,762.81.

The ordinary expenditures during the year were: For salaries of officers, $9,791.66; for wages and labor, $4,637.05; for provisions, $4,978.42; for household stores, $1,224.58; for clothing, $1,834.25; for fuel and light, $5,720.05; for hospital and medical sup-

plies, $208.59; for transportation and traveling expenses, $410.26; for shop, farm and garden supplies, $1,168.66; for expenses of trustees or managers, $247.76; returned to State Treasurer, $6; for ordinary repairs, $128.08; and for all other ordinary expenses, $2,135.93; total, $32,491.29.

The extraordinary expenditures for buildings and improvements and for all other extraordinary expenses amounted to $2,982.96; making the total ordinary and extraordinary expenditures for the year, $35,474.25, and leaving a cash balance of $2,288.56 at the close of the year.

There was no outstanding indebtedness and the only asset was the balance in cash.

Of the ordinary expenditures during the year, 44.4 per cent. was for salaries, wages and labor; 15.3 per cent. for provisions; 3.8 per cent. for household stores; 5.6 per cent. for clothing; 17.6 per cent. for fuel and light; .6 of 1 per cent. for hospital and medical supplies; 1.3 per cent. for transportation and traveling expenses; 3.6 per cent. for shop, farm and garden supplies; .4 of 1 per cent. for ordinary repairs; .8 of 1 per cent. for expenses of trustees or managers, and 6.6 per cent. for all other ordinary expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the compensation of officers and employes, for the maintenance of the institution and for the transportation of convicts, $33,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for eight electric arc lamps, $460; for electric wiring, $120; for installing transformers at the boiler house, $570; for incandescent electric lamps, $100; for cement walks, $500; for extraordinary repairs, $1,200; for trees and shrubs for grounds, $250; for teamster's house, $1,200.

The special appropriations amounted to $4,400, and the total appropriations to $37,400.

There has been no expenditure under the $1,500 appropriated for a farm and horse barn, nor under the several items of $350, $200 and $350 to be used, respectively, for constructing a piggery, hennery, and for clearing and improving land. The ice house and cold storage system, provided for by an appropriation of $2,500 is completed, within the appropriation, and is a very satisfactory building. The appropriation for cement walks of $100, with a further appropriation of $500, has been expended satisfactorily. Heating, plumbing and ventilating of the assembly hall and school rooms, as provided in the appropriation of $1,500, have been completed. An appropriation of $500 under the Laws of 1899 (chapter 569), is not available by reason of a misprint in the bill. The item was for removing bars in the prison building; the text of the law reads "for removing barns." The appropriation of $1,150 for new doors, casings, frames and locks, has not been utilized. But little progress has been made with the 1900 appropriations for arc lamps, electric wiring and transformers. A contract has been made for the setting out of trees under the appropriation of $250. No action has been taken in regard to the construction of a barn and teamster's house, for which $1,200 was available. The appropriations for extraordinary repairs of $1,000 and $1,200 were used together, and considerable improvements in the various buildings have been accomplished.

The House of Refuge for Women, at Albion, has received additions to its facilities, during the past year, which should prove beneficial. The new ice-house and cold storage building will

obviate much of the difficulty experienced in connection with the meat supply.

The general conditions of administration have not materially altered. Few changes have been made in the positions of subordinate officers. The general health of the inmates has been excellent, and discipline maintained.

The department of technical instruction is not so fully developed as it should be, there being still room for considerable further variety. In this institution, as at Hudson, an increased force of instructors is desirable, and more work should be furnished, to be done in such technical departments, by the inmates. For economical reasons, as well as for the purpose of instruction, the managers should be afforded the means of producing, as far as possible, articles used in the institution. All departments of the House of Refuge for Women, at Albion, sustain its previous record for neatness and order. Some changes, however, are desirable in the method of purchasing supplies and a different system is at present under consideration by the managers.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For repairs and betterments to administration building, $4,500; extraordinary repairs and general equipment, $1,500; conduits and manholes, $1,848; safe, $300; installing watchman's clock system, $125; cement walk, $300; carriage, harness and equipment, $500; ten spray baths, $1,200; changing heating system in four cottages, $1,200; for renewal of and betterments to electrical plant, $570, to be reappropriated from the sum of $570, appropriated by chapter 419 of the Laws of 1900, for installing transformers at the boiler-house, together with the additional sum of

$1,500; making the special appropriations approved of, $13,543; maintenance appropriation, $35,000, making the total appropriation, $48,543.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.

[Established 1892.]

This institution has capacity for 250 inmates, but was not open October 1, 1900.

The receipts during the year ending September 30, 1900, were: From special appropriations, $54,717.53; from general appropriations, $2,199.41; total, $56,916.94.

The ordinary expenditures for the year were: For wages and labor, $930; for fuel and light, $96.50; for shop, farm and garden supplies, $149.50; for ordinary repairs, $192.26, and for expenses of trustees or managers, $431.22; total ordinary expenditures, $1,799.48. The extraordinary expenses were $54,867.46, of which $45,697.09 was for buildings and improvements, and $9,170.37 for extraordinary repairs, making the aggregate expenditures for the year $56,666.94, and leaving $250 as the balance in cash at the close of the fiscal year.

There was no outstanding indebtedness, and the only asset was the cash balance.

Of the ordinary expenditures during the year, 51.7 per cent. was for wages and labor; 5.4 per cent. for fuel and light; 8.3 per cent. for shop, farm and garden supplies; 10.7 per cent. for ordinary repairs, and 23.9 per cent. for expenses of trustees or managers.

Chapter 420, Laws of 1900 (supplemental supply bill), appropriated for maintenance of the institution to October 1, 1900, $10,000.

Chapter 288, Laws of 1900 (special act), appropriated for electrical equipment already provided for under chapter 791, Laws of 1897, but which appropriation has lapsed, $7,000; for new disciplinary building, $5,000; for additional construction on water supply dam, made necessary by quicksand, $5,000; for additional steam boiler of 125 horse power, with connections, $3,750; for constructing and grading service road to buildings, $2,500; for completing work on water supply, $3,000; for a gate and guardhouse at the entrance of grounds, $2,500; for walks to buildings and dams, including necessary steps therein, $2,000; for apparatus and equipment of laundry, $2,000; for barbed wire fence around grounds, $1,250; for window guards, $1,200; for window shades, $150; for mantels and grates, $100; for miscellaneous repairs and alterations, $1,000.

The special new appropriations amounted to $29,450, and the total appropriations to $46,450.

The appropriations of two years, with the careful supervision of the State Architect, have secured the remodeling and completion of this reformatory.

The most important work accomplished during the year has been the alteration of the prison, through removing the cells and changing the space into home-like rooms (this work has been confined to one-half of the prison, the remainder of which should be changed likewise); the rebuilding and equipping of the laundry; the construction of a stone dam and bed for an artificial lake to insure a water supply; the grading, terracing, sodding and drainage of the sandy land about the buildings; the renovation of the power-house and machinery; the cleaning and repairing of sewerage and water pipes; location of electric conduits; build-

ing of retaining walls, walks and roads, and the installation of a new boiler.

The work has been so extensive, and so varied, as to require the presence of a representative of the State Architect on the ground at all times. The cost of remodeling and completing this institution is, however, well repaid by the provision of a much-needed third reformatory of this type. There has been progress under practically all of the special appropriations, except in respect to some interior equipment. Work is well under way on the gate and guardhouse, for which $2,500 was appropriated. No work has been accomplished on the disciplinary building, for which $5,000 was provided. The appropriation of $1,250 for fencing has proved to be insufficient, and no work has been done towards inclosing the property. A superintendent has been employed and the institution should be in complete order, and ready to open, by the 1st of April, 1901.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For facing and seeding embankments, $4,500; galvanized iron vent ducts in attics, $1,000; duplicate sewerage and water supply, $1,700; heat connections in former prison building, now converted into cottage, $1,200; elevator to kitchens in former prison building, $350; icehouse and cold storage, $3,000; additional for disciplinary building, $1,000; for removing cells and replacing them with rooms on the floors of right wing of prison building, $10,000; concrete floor under storage for coal in power-house and for shed for storing coal adjoining said building, $750; entrance to basement of administration building for taking in supplies, and for shelving and otherwise preparing rooms in said basement for the proper care of supplies of the institution, $1,000;

miscellaneous repairs and alterations, $1,500; fire apparatus, $1,000; making the special appropriations approved of, $27,000; maintenance appropriation to October 1, 1901, $7,800.59, to be reappropriated from the sum of $10,000 appropriated by chapter 420 of the Laws of 1900, for maintenance to October 1, 1900, together with the further sum of $10,000; maintenance appropriation from October 1, 1901, to October 1, 1902, $30,000; making the total appropriation, $74,800.59.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, COMMONLY CALLED "THE NEW YORK HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

[Established 1824.]

This institution has capacity for 1,000 inmates.

The number of inmates present October 1, 1899, was 828, and there were admitted during the year 475, making a total number under care, 1,303. During the year 476 were discharged, leaving present October 1, 1900, 827, of whom 722 were boys and 105 girls. The average number present during the year was 801, and the average weekly cost of support, including the value of home and farm products consumed, $3.33; excluding this, $3.33.

The receipts during the year ending September 30, 1900, were: From cash balance of the previous year, $2,053.59; from special appropriations, $4,003.33, from general appropriations, $133,500; from all other sources, including $6,740.21 from the Board of Education, New York city, and $13,542.59 from fire insurance; total, $159,906.42.

The ordinary expenditures for the year were: For salaries of officers, $13,257.40; for wages and labor, $50,183.81; for provisions $34,240.20; household stores, $5,384.49; for transportation and

traveling expenses, $816.75; for ordinary repairs, $989.56; for clothing, $8,965.57; for fuel and light, $11,774.12; for hospital and medical supplies, $409.98; shop, farm and garden supplies, $8,054.64; and for all other ordinary expenses, $4,804.52; total ordinary expenditures, $138,881.04. The extraordinary expenditures were $8,547.84 for buildings and improvements, and $6,349.48 for all other extraordinary expenses, a total of $14,897.32, making the aggregate expenditure for the year $153,778.36. The cash balance at the close of the year, the only reported asset, was $6,128.06, and there was no outstanding indebtedness.

Of the ordinary expenditures during the year 45.7 per cent. was for salaries, wages and labor; 24.6 per cent. for provisions; 3.9 per cent. for household stores; 6.4 per cent. for clothing; 8.5 per cent. for fuel and light; .3 of 1 per cent. for hospital and medical supplies; .6 of 1 per cent. for transportation and traveling expenses; .7 of 1 per cent. for ordinary repairs; 5.8 per cent. for shop, farm and garden supplies, and 3.5 per cent. for all other ordinary expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trades schools and common schools and military system and photographing of inmates, $150,000.

Chapter 420, Laws of 1900 (supplemental supply bill), appropriated from the unexpended balances of the special appropriations in 1898, $646.09, for the purchase of wire netting for the protection of the windows of the play rooms, school rooms, engine and boiler rooms and of the industrial buildings of the institution, and to prevent the escape of inmates therefrom.

Chapter 282, Laws of 1900 (special act), appropriated for additions and betterments to steam plant and new dynamos and motors, $25,000; for reconstructing sewerage system of the boys' department, $8,500; for coal house of 50 per centum greater capacity than the one now in use, $4,000; for paint shop and storehouse for ladders, trestles, and other apparatus, $2,000; for enlargement of Trachoma building, and providing same with toilet and bathing facilities, $2,000; for coal handling plant from pier to coal shed, $1,500; for new window frames, sash casings, et cetera, $2,500; for seven steel entrance gates, $1,500; for new locking system, $2,000; for raking out and re-pointing main walls, $1,500; for the equipment of the gymnasium building, $250; for slate treads throughout stairs of main building, $600; and for the materials for the following work, the labor to be performed by the mechanics and inmates of the institution: Steel ceilings in basement of main building, $1,500; cement floor, basement of main building, $750; Georgia pine or maple floors for six dormitories and upper rotunda, $1,800; reconstruction of punishment cells, $1,500.

The special new appropriations amounted to $56,900, and the total appropriations to $207,546.09.

Many alterations and improvements have been made in this institution, which had been in a greatly run down condition, up to the time of the recent change in administration. The appropriation of $1,000 for radiators and connections has been exhausted, and the improvements made. The $1,000 fund for erection of a new barn and piggery has gone into the former structure, which is practically completed. It is not designed to build the piggery. Repairs to gas house, aggregating substantially the amount of the appropriation, $667.14, have been made; the escape of in-

mates has been rendered more difficult by the appropriation of $646.09 for wire nettings, which are mostly in place. Under an appropriation of $25,000 for improvements to the steam plant, there has been small progress, the principal work going over until spring. Plans are prepared for the reconstruction of the sewerage system, under the appropriation of $8,500, but no work has been as yet accomplished on the contract. The new coal house, adjoining the power-house, has been practically completed, within the appropriation of $4,000 except that the fund did not provide for flooring. The paint shop and storehouse, located outside the main walls, has been completed, within the appropriation of $2,000. A $2,000 fund for the enlargement of the isolation building for trachoma patients, has not been utilized, pending perfection of plans for a new hospital, which will include space for such purpose. The coal hauling plant has been provided, with the appropriation of $1,500. Work is under way in connection with appropriations of $2,500 for window frames and casings; $1,500 for steel gates; $600 for slate treads for stairways; $1,500 for steel ceilings; $1,800 for floors for dormitories and rotundas; $750 for cement floors in basement; $2,000 for changes in locking system. No work has been done under the appropriations of $250 for equipment of gymnasium, $1,500 for re-pointing of the main walls, or $1,500 for installation of punishment cells. The fund for the gymnasium equipment is not considered large enough, and it is planned to construct a gymnasium in connection with the school building. The plan of changing the punishment cells has been held under further advisement.

Under the new superintendent efforts have been made to secure a higher standard of efficiency in the several departments of the

institution. The sanitary condition of the buildings has been greatly improved, and some much-needed repairs have been made.

The discipline has improved in some important respects, noticeably in the better deportment of the boys. The establishment of a satisfactory military system, and the extension of the industrial department, are pressing necessities of the institution, to raise it to a proper standard.

One of the embarrassments of the institution exists in the lack of facilities for classification. The character of the buildings is such that any special classification is difficult. This is a serious defect and one which is prominent among the reasons for the removal of the institution to the country where a large tract of land can be secured, which will afford the facilities for the construction of buildings adapted to the actual needs of the institution.

This institution receives both boys and girls on commitment, and has on an average only about 100 of the latter sex to 700 of the former.

The Board repeats its recommendation that the girls' department be discontinued, the older girls being sent to the new reformatory, at Bedford; and the younger to the New York Juvenile Asylum, and the New York Catholic Protectory, or to similar institutions.

This institution is a private corporation, and the State Civil Service Laws have not been held to apply to it, but as it is entirely supported by the State this Board believes that it should be subject to civil service rules.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For the establishment and equipment of new trade schools and for supplies for the same and for those already established, $6,000; additions and betterments to steam plant and covering steam

pipes, $9,000; reconstructing sewerage system and plumbing, $5,000; cadet guns, other military equipment and uniforms, $3,500; general electrical repairs, $3,265, to be re-appropriated from $25,000, appropriated by chapter 262 of the Laws of 1900, for additions and betterments to steam plant, dynamos and motors; books for library, $500; making the special appropriations approved of, $27,265; maintenance appropriation, $150,000; making the total appropriation, $177,265.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN, SYRACUSE, ONONDAGA COUNTY.

[Established 1851.]

This institution has capacity for 545 inmates.

The number of inmates present October 1, 1899, was 499, and 33 were absent on vacation. There have been admitted during the year, 61 making the total number under care, 593. During the year 47 were discharged, leaving 546 on the rolls of the institution October 1, 1900. of whom 25 were absent on vacation. The average number present during the year was 515, and the average weekly cost of support, including the value of home and farm products consumed was $3.65; excluding the value of home and farm products consumed, $3.28.

The receipts during the year ending September 30, 1900, were: From special appropriation, $1,029.28; from unexpended appropriations, of former years, $2,500; from general appropriation, $84,585.90; from sale of farm and garden produce, $540.66; from labor of inmates, $74.70; from counties, cities and towns, $8,749; from individuals for the support of inmates, $2,331.39 and from sources not classified, $286.17; total, $101,095.38.

The total expenditures during the year for current expenses, were: For salaries of officers and teachers, $12,710.12; for wages

and labor, $21,238.10; for provisions, $21,203.19; for household stores, $3,352.10; for clothing, $7,860.26; for fuel and light, $10,525.80; for hospital and medical supplies, $902.55; for transportation and traveling expenses, $4; for shop, farm and garden supplies, $5,512.79; for ordinary repairs, $1,306.85; for expenses of trustees or managers, $45.44; returned to State Treasurer, $11,981.92; for all other ordinary expenses, $3,299.65; total, $99,942.77. The extraordinary expenses were $1,029.28; making the aggregate expenditures for the year, $100,972.05, and the cash on hand September 30, 1900, $123.33. There was no outstanding indebtedness and the assets were $3,574.33, of which, besides the balance in cash, $2,072 was due from counties, towns and cities and $1,379 from individuals.

Of the ordinary expenditures during the year 38.6 per cent. was for salaries, wages and labor; 24.1 per cent. for provisions; 3.8 per cent. for household stores; 8.9 per cent. for clothing; 12 per cent. for fuel and light; 1 per cent. for hospital and medical supplies; 6.3 per cent for shop, farm and garden supplies; 1.5 per cent. for ordinary repairs, and 3.8 per cent. for all other ordinary expenses, including very small expenditure for transportation and traveling expenses and for expenses of trustees or managers.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for maintenance, $82,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for maintenance to be paid from the moneys paid into the treasury of the State under section 37, chapter 580, Laws of 1899, $12,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for improving and reconstructing the plumbing and drainage system throughout the institution, $1,250; for the erection of a building and connecting corridor for general bath house, $6,587; for

plumbing, drainage and steam fitting for the bath house, $2,800; for new floors and steel ceilings in various parts of the building, $1,000.

The special appropriations amounted to $11,637, and the total appropriations to $105,637.

During the past year, under an appropriation of $1,000, made by the last Legislature, new floors and steel ceilings have been placed in various parts of the institution, and the work will be continued under a balance remaining. Work has been started on the general bath-house and connecting corridor, for which appropriation was made last winter, and the introduction of spray baths in place of tubs will be a great addition to the sanitary arrangements.

This institution has continued to carry its burden of adult and unteachable inmates, who number about 150, excluding 100 who are employed at the farm and at the main institution in various capacities.

Many feeble-minded children needing the care and training for which this institution was especially designed, are to be found in private institutions intended for normal children only, where the feeble-minded are not able to receive proper attention and are a source of perplexity to the management and frequently of disturbance to the other inmates. Provision for their care should be made at this institution through the removal of the adult inmates to the State Custodial Asylum for Feeble-Minded Women at Newark, and the Rome State Custodial Asylum, as soon as the new buildings which the Board recommends to be constructed at these institutions can be completed. The Board further believes that the Board of Managers of the institution should ultimately seek

to substitute paid workers for the adult feeble-minded ones, whose presence at the institution must be injurious to the interests of the children.

The general care of the inmates and of the institution generally has seemed to improve during the year, the management assuming more active interest in the details of administration. The school work has been systematized and placed under the direction of a principal.

It is desirable that the water supply of the city of Syracuse be extended to the institution's farm at Fairmount, if this can be legally done, the water obtainable there being inferior and the supply insufficient. A part of the boundary line of this farm has not been determined, and it is important that this question of title should be settled.

A system of forced ventilation should be installed in the day-rooms of the main building occupied by the low-grade children, and a properly-equipped detention-room for unruly inmates provided.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For improving the plumbing and drainage system, $12,500; installing watchman's clock system, $800; extending and completing stone wall fence on Grand avenue, $3,000; brick corridor to connect the north wing to the boys' building, $1,000; renewal of laundry machinery, $1,600; stone and cement sidewalks, $1,000; building general bath-house and connecting corridor, in addition to the sum of $6,587 appropriated by chapter 419 of the Laws of 1900, $500; making the special appropriations approved of, $20,400; maintenance appropriation, $80,000; making the total appropriation, $100,400.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK, WAYNE COUNTY.

[Established 1878.]

The asylum has capacity for 400 inmates.

The number of inmates present October 1, 1899, was 415, and 31 were admitted during the year, making the total number under care, 446. During the year 27 were discharged and 5 died leaving the number present October 1, 1900, 414. The average number present during the year was 413, and the average weekly cost of support, including the value of home and farm products consumed, $2.39; excluding the value of home and farm products consumed, $2.19.

The receipts during the year ending September 30, 1900, were: From cash balance at the close of the previous year, $1,619.49; from special appropriations, $35,275.70; from general appropriation, $46,000; from all other sources, $111.39; total, $83,006.58.

The ordinary expenditures for the year were: For salaries of officers, $6,740.08; for wages and labor, $11,768.30; for provisions, $11,393.46; for household stores, $2,812.75; ordinary repairs, $542.90; shop, farm and garden supplies, $2,546.72; clothing, $1,874.37; fuel and light, $5,652.78; hospital and medical supplies, $435.50; for expenses of trustees or managers, $288.17; returned to State Treasurer, $111.39; and for all other ordinary expenditures, $3,164.88; total ordinary expenditures, $47,331.30. The extraordinary expenditures were $35,275.70, of which $34,010.32 was for buildings and improvements and $1,265.38 for extraordinary repairs, making the aggregate ordinary and extraordinary expenditures for the year $82,607; and leaving the balance in cash at the close of the fiscal year, $399.58. There was no outstanding indebtedness, and the only asset was the cash balance.

Of the ordinary expenditures during the year, 39.2 per cent. was for salaries, wages and labor; 24.1 per cent. for provisions; 6 per cent. for household stores; 4 per cent. for clothing; 12 per cent. for fuel and light; .9 of 1 per cent. for hospital and medical supplies; 5.4 per cent. for shop, farm and garden supplies; 1.1 per cent. for ordinary repairs; .6 of 1 per cent. for expenses of trustees or managers; and 6.7 per cent. for miscellaneous ordinary expenditures.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the support and maintenance of the inmates, for the service of the attendants therein and for other necessary expenses, $55,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for completion, equipment and putting into service, work being done under contract, including power-house, coal sheds, conduits, work on same, electrical work and power building, retaining walls, drainage, painting and all such general work as may be necessary for occupation, $3,000; for extraordinary repairs, walks, grading, improving grounds, restoring grounds on change of power-house and building new work required by same, fencing, painting, kitchen equipments in building "A", new floors and furnishing in superintendent's office, new floors and repairs in storeroom, $2,000; for payment to American Watchman's Time Detector Company the balance due to it for work done in 1896 and 1897, $428.27; for the payment to Joseph Blaby for services as architect rendered in 1898 and 1899, for drawings and specifications for cottage dormitory "E" and expenses to Albany on same, it being then intended that the building was to be erected without the supervision of the State Architect, $400; for fire-

escapes on "A" building, and apparatus connected therewith, $1,800; for one ten-ton wagon scale, $175.

Chapter 167, Laws of 1900 (special act), reappropriated for erecting and completing an additional dormitory including heating and lighting for the accommodation of not less than fifty inmates, moneys heretofore appropriated for said purpose by chapter 606, Laws of 1898, $18,000, to which reappropriation the additional sum of $8,000 is added; for furnishing said dormitory including the kitchen equipment, $2,000.

The special new appropriations amounted to $17,803.27, and the total appropriations to $90,803.27.

An 1899 appropriation, for the improvement of the sewerage system, of $1,409.73, is an old appropriation kept alive by reappropriation for several years, and as no radical and satisfactory results have been accomplished, the sewage still draining into the Erie canal, it is designed with the balance of about $500 remaining in this fund, to make a general plan and survey for the disposition of the matter. The present system is a menace to public health.

Under the 1899 appropriation of $8,402.07, for construction of conduit, carriage of steam and establishing an electric plant, together with the appropriations in the same year of $27,500 for boilers, boiler-house, dynamos, piping, etc., work has been completed satisfactorily. There was appropriated for the purchase of land for railroad to coal shed, $300. By the adoption of a new plan, utilizing institution property, this money has not been required. This arrangement also saved to the State the sum of $1,407 under the appropriation of $2,500, for grading and laying track to coal shed. The electric wiring and fixtures permitted

by an 1899 appropriation of $2,000, covering a portion of the old buildings, are installed.

Under the appropriation of $1,800 for a fire-escape on the main building, work has been completed, and a balance will be expended in the purchase of fire-extinguishing apparatus.

There has been much delay in beginning work under special appropriations made by the Legislature of 1900 for required improvements, such as the building of a retaining wall at the power-house, laying of new floors in the main building and general painting. The new cottage dormitory is well under way and is a satisfactory piece of work.

The care of the inmates and the maintenance of the property continue to be good, except that, as stated, much-needed repairs, for which appropriations have been made, have not as yet been carried out. The Board recommends, for the better protection of the inmates, that the use of grounds of the institution as a public highway be discontinued and that fences be erected around the exposed portions of the property not already so protected. The extension of the electric-lighting system better to illuminate the grounds and highway in front of the institution is desirable.

To carry out the policy of ultimately increasing the capacity of the institution to 1,000, the Board recommends the appropriation of $30,000 for the erection of a cottage dormitory to accommodate 60 inmates, provided that preference shall be given to the reception of such women as this Board believes should be removed from the Syracuse State Institution for Feeble-Minded Children, in order to make room there for the reception of children.

The Board recommends an appropriation for the development of a water supply for the institution, including the purchase of a

spring and acquiring right of way for mains. The annual rental now paid to the Newark Water Company is $1,500, and the low pressure and insufficient supply provided are a menace to the safety of the buildings.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For new cottage dormitory to make provision for feeble-minded women of child-bearing age now at the Syracuse State Institution for Feeble-Minded Children, $30,000; sewage disposal plant and land for the same, $10,000; industrial and school building, $15,000; for the development of water supply, $5,000; new boiler and connections, $3,500; extraordinary repairs, $1,500; painting, $500; walks and roads, $500; flooring, $500; removal of old buildings and grading and renewing grounds, $1,000; drainage, $500; retaining wall, $300; making the special appropriations approved of, $68,300; maintenance appropriation, $55,000; making the total appropriation, $123,300.

THE ROME STATE CUSTODIAL ASYLUM, ROME, ONEIDA COUNTY.

[Established 1893.]

The asylum has capacity for 446 inmates.

The number of inmates present October 1, 1899, was 356, and 9 were admitted during the year, making the total number under care, 365. Of these, 13 were discharged, thus leaving 352 present October 1, 1900, of whom 222 were men and 130 women. The average number present during the year was 354, and the average weekly cost of support, including the value of home and farm products consumed, $3.91; excluding the value of home and farm products consumed, $3.58.

The receipts during the year were: From cash balance of the previous year, $662.09; from the State, $135,055.20, of which $69,555.20 was from special, and $65,500 from general appropriations, and $1,301.02 from other sources, including $583.88 from sales of farm and garden produce, and $635.80 from individuals for the support of inmates, making a total of $137,018.31.

The ordinary expenditures were: For salaries of officers, $7,849.92; for wages and labor, $24,277.70; for provisions, $13,053.02; for household stores, $1,805.58; for clothing, $2,676.42; for fuel and light, $9,457.02; for hospital and medical supplies, $307.45; for shop, farm and garden supplies, $3,347.62; for ordinary repairs, $273.41; for expenses of trustees or managers, $422.07; returned to State Treasurer, $1,301.02; and for all other ordinary expenses, $2,413.05; total, $67,184.28. The total extraordinary expenditures were $69,555.20, of which $60,712.62 was for buildings and improvements and $8,842.58 for extraordinary repairs and other extraordinary expenses making the aggregate expenditures for the year $136,739.48 and leaving a cash balance of $278.83, September 30, 1900. There was an outstanding indebtedness of $25.00 for wages and labor and the balance in cash was the only asset.

Of the ordinary expenditures, 48.8 per cent. was for salaries, wages and labor; 19.8 per cent. for provisions; 2.7 per cent. for household stores; 4.1 per cent. for clothing; 14.3 per cent. for fuel and light; .5 of 1 per cent. for hospital and medical supplies; 5.1 per cent. for shop, farm and garden supplies; .4 of 1 per cent. for ordinary repairs; .6 of 1 per cent. for expenses of trustees or managers, and 3.7 per cent. for all other ordinary expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the support and maintenance of the inmates, for the services of attendants therein and for other necessary expenses, $75,000.

Chapter 420, Laws of 1900 (supplemental supply bill), appropriated for the construction of fire-escapes, in addition to the sum of $500 appropriated for such purpose by chapter 426 of the Laws of 1898, which sum was reappropriated for said purpose, $100; for installing and extending the fire-alarm and telephone system, in addition to the sum of $300 appropriated by Chapter 426 of the Laws of 1898, which sum was reappropriated for said purpose, $500 for electric time clock and 15 auxiliary clocks, $450.

Chapter 323, Laws of 1900 (special act), reappropriated the balance remaining in the treasury unexpended of the sum of $7,000 appropriated by chapter 426 of the Laws of 1898, providing for electric lighting, plumbing, heating and completion of administration building, which said balance is the sum of $6,472.94, and also the balance remaining in the treasury unexpended, of the sum of $35,000 for one brick building, for the accommodation of 100 inmates and employes, which said balance is the sum of $5,-862.49, reappropriated for the same purpose.

Chapter 68, Laws of 1900 (special act), appropriated for plumbing fixtures for ward building "F," $2,300; for plumbing fixtures for administration building, $2,115.

The special new appropriations amounted to $5,465, and the total appropriations to $93,600.43.

Under the 1899 appropriation of $32,500 for a dormitory building to house 150 inmates, the structure is enclosed and ready for equipment, heating, lighting and plumbing, for which no funds have been appropriated. It seems to the Board very desirable to appropriate sufficient funds at one time to complete a building entirely, thereby avoiding great delay and damage to material. Under the appropriations, aggregating $29,146 for electric work,

plumbing, heating, incidental and extra expenses in connection with the dormitory and administration building authorized the preceding year, the work is completed and accepted. An additional 135-horse-power boiler, with connections, etc., for which was appropriated $3,000 is installed. Hot water pipes, generators and steam tank have been installed within the appropriation of $1,500. The fund of $3,000 for furniture for administration building and dormitory has been exhausted and not sufficient equipment procured, owing to an advance in prices. The entire fund of $2,500 for grading and improving grounds has been expended, as well as the greater part of an appropriation of $2,000 for fencing. The filter and extensions to water-system, for which $4,000 was appropriated are completed. No expenditure has been made under an appropriation of $1,000 for machinery.

The appropriation of $500 for the erection of fire-escapes has proved insufficient for the purposes intended. Work is under way on the installation and extension of a fire-alarm and telephone system, for which an appropriation of $800 was available. Work is also in progress under the $450 appropriation for electric clock and auxiliary clocks. Under additional appropriations of $2,300 and $2,115 for plumbing in ward and administration buildings, work has been completed. Unexpended balances from 1898, amounting to $12,335.43 reappropriated, have been expended in construction and equipment of the administration and dormitory buildings.

The general condition of the institution and the care of the inmates continue to be good. Some of the buildings are old and worn, and required considerable expenditure of money to renovate them and fit them for habitation. Through an unfortunate inadvertence this institution failed to receive an appropriation of

any moment from the Legislature of 1900, which will account in part for the sums now recommended. For more than twenty years it has been the policy of the State to remove the idiots from country and city almshouses and other institutions and to care for them in State asylums. Hundreds of this class are still to be found in the almshouses, making necessary the conservative extension of this institution if this policy, which the Board believes a wise one, is to be continued. Considering it most important, however, that the adult male inmates now at the Syracuse State Institution for Feeble-Minded Children be removed therefrom as soon as possible, in order to make room for the reception of children, the Board recommends that the next extension at Rome be made to receive the adult inmates now at Syracuse.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For completing ward building G, heating and ventilating, $5,940; electric wiring and fixtures, $2,000; plumbing and drainage, $5,500; steel ceilings, window guards, dividing doors, wall registers at ceilings and contingencies, $2,700; mortuary, $4,500; cold-storage building, $9,000; apparatus, $5,000; heating and lighting, $1,000; ice-house, $1,800; ward building J for 110 men, to make provision for male inmates above the age of 21 years, now at the Syracuse State Institution for Feeble-Minded Children; building, $41,500; heating and ventilating, $6,000; lighting and fixtures, $2,000; plumbing and drainage, $5,500; electric cable from switch-board to ward building J, $3,360; vegetable storehouse, $2,200; addition to boiler-house, $6,800; installing night watchman's clock system, $750; fire-escape, in addition to $600 appropriated by chapter 420 of the Laws of 1900, $600; furniture and equipment for administration building, ward buildings F and

G, and other buildings, $5,000; dynamo and engine for 1,500 lights and all connections, $6,700; electric cable from switch-board to center of group of ward buildings, $2,160; changing switch-board connections, $530; one 150 horse-power boiler and connections, $3,000; one 1,000 horse-power boiler, feed-water heater, $1,800; grading and improving grounds, $2,500; painting, repairs and betterments, steel ceilings, wards 3, 7, 9, building D, $1,150; new floors, doors and windows throughout building B, except in administration portion, $3,500; steel beams, brick arch construction and new floors in bath rooms of buildings B, C, D and E, $1,500; tile floors throughout dynamo building, $1,000; approach to stable, $250; concrete floor in vegetable storehouse and cellar of farmhouse, $240; cylinder locks for buildings D and E, $850; painting walls and ceilings of first story of administration building, $500; making the special appropriations approved of, $136,830; maintenance appropriation, $75,000; making the total appropriation, $211,830.

CRAIG COLONY, SONYEA, LIVINGSTON COUNTY.

[Established 1894.]

The Colony has, at present, capacity for 612 inmates. The number present October 1, 1899, was 378, and 340 were admitted during the year, making the total number under care, 718. Of these, 106 were discharged, leaving 612 present October 1, 1900, of whom 334 were men and boys, and 278 women and girls. The average number present during the year was 502, and the average weekly cost of support, including the value of home products consumed, $3.93, excluding the value of home and farm products consumed, $3.31.

The total receipts during the year ending September 30, 1900, were: From cash balance at the close of the previous year,

$715.82; from special appropriation, $115,604.63; from unexpended appropriations of former years, $3,000; from general appropriations, $83,600; from the sale of farm and garden produce, $16,277.97; from miscellaneous sales, $292.87; from counties, towns and cities, $3,733.45; from individuals for the support of inmates, $620; from all other sources, $2; total, $223,846.74.

The total expenditures were: For salaries of officers, $9,813.29; for wages and labor, $30,305.08; for provisions, including the value of home products consumed, $11,382.23; for household stores, $2,576.86; for clothing, $4,476.54; for fuel and light, $10,226.56; for hospital and medical supplies, $1,170.91; for transportation and traveling expenses, $84.01; for shop, farm and garden supplies, including $4,395.74 for home products, $8,868.34; for ordinary repairs, $623.13; for expenses of trustees or managers, $876.97; returned to State Treasurer, $4,646.32; for all other ordinary expenditures, $2,951.38; total, $107,536.21. The extraordinary expenses were: For buildings and improvements, $96,107.65; for extraordinary repairs, $12,711.31, and for all other extraordinary expenses, $6,804.62; total, $115,623.58; making an aggregate expenditure for the year, $223,159.79. The cash balance at the close of the fiscal year was $686.95; there was due from counties, towns and cities, $463.60, and from the sale of manufactures, $2,054, making the total assets, $3,204.55.

Of the ordinary expenditures, 39 per cent. was for salaries, wages and labor; 30 per cent. for provisions; 2.5 per cent. for household stores; 4.4 per cent. for clothing; 9.9 per cent. for fuel and light; 1.1 per cent. for hospital and medical supplies; 8.6 per cent. for shop, farm and garden supplies; .6 of 1 per cent. for ordinary repairs; .9 of 1 per cent. for expenses of trustees or managers, and 3 per cent. for all other ordinary expenses, including

very small expenditures for transportation and traveling expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for salaries of officers and employes, and for the maintenance of the institution, $100,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for maintenance to be paid from the moneys paid into the treasury of the State under section 37, chapter 580, Laws of 1899, $6,000; for George Metzgar for services as architect, $923.91; for Thomas W. Finucane for extra work in the construction of buildings in the year 1896, $607.11; for the board of managers for work done under the special appropriation in 1898 and 1899, being a deficiency in construction, $4,648.47. Also reappropriated the sum of $5,000 appropriated by chapter 196 of the Laws of 1898, for two undergrade crossings on the Western New York and Pennsylvania Railroad.

Chapter 314, Laws of 1900 (special act), appropriated for two infirmary dormitories to accommodate not less than 50 patients each, $60,000; for interior furnishing of said dormitories, $5,000; for making lateral connection between water-main and new buildings, $200; for making lateral connection between main sewer and said dormitories, $300; for the construction of a supplementary pumping station for water supply in emergencies, $4,000; for constructing one additional filter bed for sewage, $1,500; for fire hose, reel and fire extinguishers, $800; for improvement and extension of brick yard plant, $1,500; for machinery and tools for trades school, $500; for securing and storing a rain-water supply, $800; for additional laundry machinery, $1,000; for repairs at West Group including fire-escapes, $900; for outside electric line work and power motors, $1,400; for gasoline plant and equipment

for laundry, $925; for painting of interior plastered walls in 11 new buildings of Women's Group, $1,350; for farm stock and implements, $1,000; for general improvements and repairs, $2,500.

The special new appropriations amounted to $89,854.49, and the total appropriations to $200,854.49.

During the year there has been completed the "Village Green" group of four dormitory buildings, within the appropriation of $60,000. The cold storage warehouse and bakery combined, for which was appropriated $8,100, is practically completed. The appropriation of $5,000 for industries and a wing to the industrial building has not yet been employed for the latter purpose, owing to the insufficiency of the amount. An extension has been added to the power-house and two boilers installed, as provided by the appropriation of $4,500. Two employes' cottages were erected for the sum specified, $1,800. Work on grading, roads and walks and tree planting has been accomplished to the extent of the $2,500 fund provided. Under the appropriation of $10,300, the dairy building, silo, cattle sheds and hot house have not been erected. Fencing has been placed, implements purchased and the bed of the creek piled to prevent flooding of the lowlands.

The under grade crossings on the Pennsylvania Railroad are in process of construction. Two infirmary dormitories have been located and are under way, the appropriation being $60,000. An item of $4,000 for a pumping station has not been used. An additional filter bed has been constructed. There have been many minor improvements in the equipment of the Colony, such as the purchase of new laundry machinery and a gasoline plant for laundry, under the appropriations therefor, improvement and extension of the Colony brick-yard plant, where the labor is largely performed by the colonists, and for which $1,500 was appro-

priated. Work is under way on outside electric wiring and motors, for which $1,400 was allowed. A very safe fire-escape has been erected on the main building of the West Group, incidental to general repairs there.

Steady development has characterized this institution during the year just closing. The additions to its population have been more numerous than in any previous year of its history. At the present time its inmates number over 700. The death rate during the year has been a remarkably low one, amounting to barely 2 per cent.

The additions to its dormitory accommodations, provided for by appropriation by the Legislature of 1900, are partly completed and occupied. Those still unfinished are rapidly approaching completion. When ready for occupancy they will provide for a large proportion of the remaining epileptics of the dependent class included in the census made at the time of the establishment of the institution, and recently amended.

The pressure for admission by dependent epileptics, who are now cared for variously in the State, continues, and one of the most constant needs of the institution, for some time to come, will be in the direction of providing dormitory accommodations for them.

It is important that provision be made for additional dormitory accommodations during the coming year, to provide for a large number of the cases now cared for in the almshouses and in other State institutions. Further appropriation is necessary for expansion of school facilities and for technical instruction. Some additions to the material resources of the Colony also are needed, as well as for maintaining its agricultural facilities.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For dormitories, complete, to accommodate 200 patients from almshouses and other institutions where they are being supported at the expense of localities, and from the State institutions for the idiotic and feeble-minded, $100,000; furnishing cottages and dormitories, $10,000; four cottages for employes, $4,000; water and sewerage connections between the new buildings and mains, $1,500; steam pipe conduit to woman's group, unexpended balance of $1,500 of the appropriation of $60,000, by chapter 284 of the Laws of 1899, for dormitories; clearing and draining 200 acres of new farm lands, $1,200; hothouse and forcing beds of large size in garden of 75 acres, $2,800; farm stock and implements, $500; medical and scientific books and scientific and surgical instruments, $1,500; graveling pond from which to take ice, $300; putting electric light and telephone wires underground, $2,500; feed-water heater, feed-water pump and fixtures, $550; general repairs and improvements, $5,000; storage reservoir and storm-water drain, $3,200; rooms for employes in storehouse and bakery building, in addition to $800 appropriated by chapter 314 of the Laws of 1900, and the unexpended balance, $142.11, of the appropriation of $8,100 by chapter 284 of the Laws of 1899 for cold storage warehouse and bakery combined, $1,500; construction of the third wing of the trade school building, in addition to the sum of $4,184, which the Board recommends to be reappropriated from the sum of $5,000, appropriated by chapter 284 of the Laws of 1899, the sum of $3,750; making the special appropriations approved of, $144,126.11; maintenance appropriation, $125,000; making the total appropriation, $269,126.11.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.

[Established 1878.]

This Home has capacity for 1,600 members. The number of members October 1, 1899, was 1,359, exclusive of 252 enrolled but absent; the admissions during the year were 1,159; total for the year, 2,770.

The number of discharges and deaths during the year was 801 and 366 were absent, making a total enrollment of 1,969 and 1,603 actually in the institution October 1, 1900.

The average number present during the year was 1,483, and the average weekly cost of support, including the value of home and farm products consumed, $2.52; excluding the value of home and farm products consumed, $2.37.

The total receipts of the institution for the fiscal year ending September 30, 1900, were $310,541.16, as follows: Cash balance of the previous year, $66,973.77; from the State, special appropriation, $61,140; from general appropriations, $180,000; from all other sources, $2,427.39.

The ordinary expenditures were: For salaries of officers, $12,988.23; for wages and labor, $46,587.32; for provisions, $65,826.49; for household stores, $3,069.23; for clothing, $10,568.41; for fuel and light, $17,166.47; for hospital and medical supplies, $3,988.59; for transportation and traveling expenses, $1,678.82; for shop, farm and garden supplies, $6,669.74; for ordinary repairs, $1,260.56; for expenses of trustees or managers, $1,269.70; returned to the State Treasurer, $2,427.39; and for all other ordinary expenses, $11,702.68; total, $185,203.63.

The extraordinary expenditures were: $39,696.86, of which $9,297.71 was for buildings and improvements, $17,587.43 for

extraordinary repairs and $12,811.72, reverted to the State Treasurer, making the aggregate expenditures for the year, $224,900.49, and leaving a cash balance of $85,640.67, representing the only asset at the close of the year, and there was no indebtedness.

Of the ordinary expenditures during the year, 32.6 per cent. was for salaries, wages and labor; 36 per cent. for provisions; 1.7 per cent. for household stores; 5.8 per cent. for clothing; 9.4 per cent. for fuel and light; 2.2 per cent. for hospital and medical supplies; .9 of 1 per cent. for transportation and traveling expenses; 3.6 per cent. for shop, farm and garden supplies; .7 of 1 per cent. for ordinary repairs; .7 of 1 per cent. for expenses of trustees or managers; 6.4 per cent. for all other ordinary purposes.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the support and maintenance and for the transportation of applicants for admission, $190,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for furniture, carpets and other furnishings for the house of the commandant, $2,000.

Chapter 395, Laws of 1900 (special act), appropriated in addition to the $20,000 appropriated by chapter 461 of the Laws of 1899, for the construction, but excluding the furnishing, of the assembly hall, $9,800; for heating, ventilating, plumbing, drainage, lighting and fixtures, for such assembly hall, $6,400; for engineer's house, $2,000; for engineer's stable in connection with that of the inspector and chaplain, $500; for vegetable cellar, in addition to the sum of $1,000 appropriated by chapter 461 of the Laws of 1899, $1,000; for a cold storage building and apparatus, $12,500; for the repair and partial reconstruction of the heating system, $10,000; for the water supply, $5,000; for improvements

and partial reconstruction of sanitary equipments, $2,500; for addition and betterments to power and lighting plant, $3,000; for an addition to the kitchen of the mess hall, $1,440; for general repairs to buildings and grounds, $5,000.

The special new appropriations amounted to $61,140, and the total appropriations to $251,140.

The contract for the cold storage building, for which appropriation was made by the Legislature of 1900, was let in October. This will be an extension to the present store house building, but unfortunately the specifications do not provide for a cellar.

A new building for the canteen has been erected from the profits of the canteen fund. This is a two-story frame structure, 40 x 25, and cost about $2,500. The upper rooms will be used by the Grand Army Posts.

Three frame cottages for the use of the inspector, the engineer and the chaplain, are in course of construction. They will cost about $2,000 each, and are expected to be finished about April 1, 1901.

The new vegetable cellar and the addition to the kitchen are also in process of construction. The latter will increase the accommodations for dish washing and will furnish about 40 x 25 feet extra space.

The amusement hall, for which appropriation was made by the Legislature of 1900, is partially completed, but will not be ready for use this winter. It is designed to seat 1,500, and will cost, with equipment, about $36,000.

The Home is at present overcrowded, some of the basements being again occupied, and new members are constantly seeking admission. As this pressure is likely to continue and to increase for some years, it is evident that further dormitory accommoda-

tions are necessary. The Board, therefore, recommends the erection of new barracks. Other improvements of a minor nature are also desirable.

The steam plant is reported by the State Architect to be in need of extensive repairs, which it will be unsafe to delay. Many repairs are also needed about the buildings of the Home. The arrangements at the chapel are primitive. There is no vestry-room in which the clergy can robe, and no room for private interviews, which are often necessary. Additional ground should be purchased for the cemetery, which is now full of graves. These facilities should be provided at moderate expense.

A serious evil at this Home, calling for remedy, is the presence of 14 saloons, mostly of low order, at the entrance of the grounds. These are supported mainly by the pension moneys of the members of the Home, and with the well-conducted canteen on the institution grounds should be unnecessary. These saloons are a constant source of demoralization, and should not be allowed to continue their wholesale traffic at the very gates of the Home. The investigation into the management of this Home, which the Board's committee on Soldiers and Sailors' Homes made early in the year, at the request of the Governor, resulted in the appointment of practically a new board of trustees, but one mem- of the former board, whose term had not yet expired, remaining. The conclusions of the committee will be found in another part of this report.

The new commandant of the Home, Col. Andrew Davidson, shows interest in the welfare of the members of the Home, and, aside from the overcrowding, the conditions there at the time of inspection were good.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For new barracks and equipment, $47,000; general repairs, $5,000; addition to headquarters building, $1,600; addition to chapel, $600; grading and filling at assembly hall, $3,000; cement walks, $2,500; carriage house and stable, $2,500; repairs, alterations and additions to the steam and electric plants and buildings for same, $20,000; beds, blankets, bedding and other household supplies, $2,530; making the special appropriations approved of, $84,730; maintenance appropriation, $210,000; making the total appropriation, $294,730.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

[Established 1894.]

The Home has capacity for 106 inmates.

The number of inmates present October 1, 1899, was 52, and 64 were admitted during the year, making the total number under care, 116. During the year 7 died and 17 were discharged, leaving 92 present October 1, 1900.

The average number for the year was 65, and the average weekly cost of support including the value of home and farm products consumed, $4.44; excluding the value of home and farm products consumed, $4.13.

The receipts for the year ending September 30, 1900, were: From cash on hand at the beginning of the year, $316.55; from special appropriations, $25,163.26; from general appropriations, $13,900; from the sales of farm and garden produce, $53.75, and from other sources, $39.38; making a total of $39,472.94.

The ordinary expenditures were: For salaries of officers, $1,500; for wages and labor, $4,310.94; for provisions, $2,719.99; for

household stores, $432.31; for clothing, $337.79; for fuel and light, $1,671.25; for hospital and medical supplies, $495.13; for shop, farm and garden supplies, $747.34; for ordinary repairs, $61.56; for expenses of trustees or managers, $565.34; returned to State Treasurer, $53.75, and for all other ordinary expenses, $1,135.12; total, $14,030.52.

The extraordinary expenditures are reported as $25,136.26 for buildings and improvements, making the aggregate expenditures for the year, $39,166.78; and leaving $306.16 as balance in cash at the close of the fiscal year.

The outstanding indebtedness was $220.18 for bills unpaid and the only asset was the balance in cash.

Of the ordinary expenditures, 41.6 per cent. was for salaries, wages and labor; 19.5 per cent. for provisions; 3.1 per cent. for household stores; 2.4 per cent. for clothing; 12 per cent. for fuel and light; 3.6 per cent. for hospital and medical supplies; 5.3 per cent. for shop, farm and garden supplies; .4 of 1 per cent. for ordinary repairs; 4 per cent. for expenses of trustees or managers, and 8.1 per cent. for all other ordinary expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for maintenance, $20,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for the furnishing of the corridor heretofore completed, including the purchase of a typewriter and desk, $450.

Chapter 269, Laws of 1900 (special act), appropriated for the erection of cottage "C" to accommodate 60 inmates, $22,020; for heating and ventilating the same, $4,080; for plumbing and drainage, $2,880; for electric wiring and fixtures, $1,020; for the erection of a kitchen building and equipment thereof, $7,524; for heating and ventilating the same, $600; for plumbing and drain-

age, $550; for electric wiring and fixtures, $275; for equipment, $1,800; for furnishing dormitory "B," heretofore erected, $2,000; for laundry machinery, $1,700; for grading grounds, $2,500; for the erection of a retaining wall at power-house and roof over coal pockets, $1,100; for the erection of an ice house and cold storage building, $1,800; for dough kneaders, $110; for inspirator for boiler, $75; for ordinary repairs, $600.

The special appropriations amounted to $51,084, and the total appropriations to $71,084.

Under recent appropriations the chief improvement at this institution has been the addition of new buildings which will result in the further increase of the population, which was doubled by the erection of the dormitory provided for under the Laws of 1898. This building was connected with the original building of the institution by a corridor, under an appropriation of $9,000, which with an extension for smoking rooms, provides day and sitting rooms for the inmates. Another recent appropriation of $22,020, permits the erection of the "Cottage C," located to the left of the original building, and creating an institution with an already imposing frontage. To the rear of this are under construction an ice house and cold storage building and a kitchen building, provided for by respective appropriations of $1,800 and $7,524. These buildings are nearly completed, and within the appropriations therefor.

A very much needed improvement, accomplished under an appropriation of $1,100, has been the erection of a shed for the protection of the coal platform, and the building of retaining frames above the railway switch to this platform.

Very extensive grading and filling was required in improving the grounds about the new buildings; this work is practically

completed, and was accomplished under appropriations of $1,500 and $2,500. The growing population required the development of further water supply, and consequently an appropriation of $1,250 was provided for this purpose, from unexpended balances of previous funds. It has accomplished the development of two wells and the erection of a wind mill, which secure ample facilities.

Among the minor appropriations, the laundry has been equipped under funds amounting to $1,700. An appropriation of $250 for cold storage addition will not be used, owing to the adoption of later plans providing for a building devoted to this purpose. An extra boiler has been installed within the appropriation of $1,810 for the purchase and setting.

The result of the inspections made of this Home during the past year has been to confirm the belief that it is well managed and that its members are cared for in a comfortable manner.

There is little occasion for discipline, which is enforced when necessary by deprivation of permission to leave the grounds. No liquor is allowed in the Home, except for medicine, and intoxication is rare.

Of 66 applicants for admission, only 5 reside within the limits of Greater New York, which is evidently, therefore, possibly for want of information about the institution, not sending its proportion of members to the Home. Nearly all of them come from nearby cities and towns.

The present dining-room seats but 90, and when the new cottage, having a capacity of about 60, is finished and occupied, will be inadequate. For this reason, the Board recommends the erection of the dining-room building contemplated in the plans for the gradual extension of the Home.

The water supply is also inadequate, and, in the opinion of the State Architect, additional resources are absolutely neces-

sary for the comfort and safety of the members of the Home. The Board, therefore, believes that sufficient appropriation should be made for this purpose. Other improvements, mostly of a minor nature, and including a brick conduit for the steam pipes, in place of the temporary one of wooden construction, are also needed at the Home.

There is no resident physician, but one is summoned promptly by telephone from the village of Oxford when necessary. An omission needing remedy is the lack of systematic religious instruction, which should be particularly welcome to the old people at the Home.

Another need is for a trained nurse. Most of the members are very aged, and many of them are in constant need of care. The number of members is increasing and there will yearly be more sickness and more deaths, and, consequently, more need of a nurse's care.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For dining-room building with employes' quarters, and connecting corridor to cottage "C," $19,600; substituting steel beams for wooden girders in coal shed and new flooring for shed, $505; new floor in engine-room, $135; brick conduit for steam pipes, $4,500; placing pipes in conduit, $700; building sheds at barn, piggery, hen-house and corn crib, $1,878; developing water supply, complete, in accordance with plans of State Architect, $10,000; 480 rods of wire fencing and ten gates complete, $300; team of work horses, $200; furnishing and equipping dining-room building, including twelve sleeping-rooms, connecting corridor to cottage "C," $2,000; seeding and grading road to boiler-house, $2,000; to pay certificate of July 9, 1900, issued by State Architect to

Binghamton Electric Construction Company, on account of cottage "A," $220.18; making the special appropriations approved of, $42,038.18; maintenance appropriation, $20,000; making the total appropriation, $62,038.18.

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE INDIAN CHILDREN, IROQUOIS, ERIE COUNTY.

[Established 1878.]

The asylum has capacity for 100 inmates.

The number of inmates present October 1, 1899, was 112. During the year 22 were received and 8 discharged and transferred to other institutions, leaving a population of 126, October 1, 1900, of whom 52 were boys and 74 girls.

The average number during the year was 125, and the average weekly cost of support, including the value of home and farm products consumed, $3.60; excluding these, $3.27.

The total receipts during the year were $59,983.70, of which $80.67 was the cash balance at the beginning of the year; $38,494.73 from special appropriations; $21,400 from general appropriations, and $8.30 from other sources.

The total expenditures were $59,795.86, of which $38,494.73 was for buildings and improvements. The ordinary expenditures amounted to $21,301.13, differentiated as follows: For salaries of officers, $5,085.79; for wages and labor, $4,731.68; for provisions, $3,037.77; for household stores, $629.93; for clothing, $1,530.24; for fuel and light, $2,649.88; for hospital and medical supplies, $55.44; for transportation and traveling expenses, $291.74; for shop, farm and garden supplies, $1,761.73; for ordinary repairs, $65.49; for expenses of trustees or managers, $279.16; returned to State Treasurer, $8.30; for all other ordinary expenses, $1,173.98. The cash balance at the close of the year was $187.84,

the only asset, and the outstanding indebtedness, $153.44, for bills unpaid.

Of the ordinary expenditures, 46.1 per cent. was for salaries, wages and labor; 14.3 per cent. for provisions; 2.9 per cent. for household stores; 7.2 per cent. for clothing; 12.4 per cent. for fuel and light; .3 of 1 per cent. for hospital and medical supplies; 1.4 per cent. for transportation and traveling expenses; 8.3 per cent. for shop, farm and garden supplies; .3 of 1 per cent. for ordinary repairs; 1.3 per cent. for expenses of trustees or managers, and 5.5 per cent. for all other ordinary expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for maintenance and for salaries of officers and teachers, $22,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for repairs to the old dormitories, to provide for a temporary laundry and for the purchase of the necessary laundry machinery, $3,000; for architect's fees and traveling expenses, $3,002.50.

Chapter 228, Laws of 1900 (special act), appropriated for the erection of two brick dormitory buildings for girls, having a capacity for forty inmates each, and for a brick school building, $12,000, in addition to the sum of $32,000, appropriated for such purposes by chapter 438 of the Laws of 1899, which sum was reappropriated; grading grounds, $1,000; fencing, $600; for moving and repairing horse barn, $600.

The special new appropriations amounted to $20,202.50, and the total appropriations, $74,202.50.

The main improvement here has been the erection during the past year of the two dormitories and school building, as provided for in appropriations of $44,000. The original appropriation of $22,000 for two brick dormitories, and of $10,000 for the school, proved insufficient, owing to the rise in the price of materials,

and a subsequent appropriation added $12,000 to the funds available. There has been no better work in the State on any of its public buildings than at Thomas Asylum, and the finishing of the foregoing group of three structures completes the larger portion of what is in many respects the most unique and handsome architectural conception among the State charitable institutions.

The appropriation of $2,000 for drilling and equipping a natural gas well has added to the facilities of this institution a good supply of economical and efficient fuel, which will save to the State many thousands of dollars. It is believed that the drilling of a second well would result in the securing of fuel sufficient to entirely displace coal, there not now being a large enough pressure to supply gas for the boilers. To the original cost of coal there must be added a large item for an unusually long haul from the railroad.

The handsome dining-room building has been completed by the further appropriation of $3,000. In connection with the erection of the new buildings there has been required considerable grading, accomplished from two appropriations of $1,000. A new boiler has been installed at a cost of $700, provided by special appropriation. Under appropriations of $3,000 for repairs, and $600 for removing a horse barn, there has been accomplished much improvement and rearrangement of the old buildings, several of which were in so dilapidated condition as to require destruction, in the interest of the safety of the institution.

Substantial progress has been made during the year 1900 in the construction of buildings according to the plan adopted in 1896 by the State authorities and the board of managers, for the construction of the institution.

The completed institution will consist of an administration building, dining-hall, kitchen and assembly-hall building combined, industrial building, two dormitories for boys and two dormitories for girls, in addition to the usual outlying structures, such as power-house, stable, cold-storage building and water tank. The administration building was completed and occupied in 1899. On Thanksgiving Day, 1899, the dining-hall and assembly-hall building was first used.

An appropriation of $32,000 was made by the Legislature of 1899 for a school building and two dormitory buildings for girls to contain 40 each, but the rise in price of building materials and labor shortly thereafter, caused the lowest estimate for their construction to exceed by a considerable amount the sum appropriated. Hence, ensued a year's delay. The Legislature of 1900 appropriated $12,000, the balance estimated by the State Architect as sufficient to allow of the completion of these three buildings, and at the close of the year 1900 they rapidly approached completion. These buildings constitute the westerly half of a group extending east and west from the central administration and dining-hall buildings. All the new buildings of the asylum are built of brick and simply trimmed with white terra cotta, and present an attractive appearance. They are well planned, ventilated and lighted, and in every way creditable to the State and the management. Notwithstanding the employment in construction work of these substantial materials, the good quality of the work and the inclusion in the dormitory buildings of day rooms and attendants rooms, the new dormitory buildings for girls have been constructed, lighted and heated, and will be completely furnished, at an average cost per inmate for hous-

ing of not to exceed $350, which this Board believes is, all things considered, a reasonable sum.

The managers of this institution were desirous that the legislative appropriation of 1901, to this institution, should be sufficient to complete the two dormitories for boys, the industrial buildings, the power-house, and for the construction of the necessary two-story covered passage-ways, in the basement of which the steam pipes, water pipes and electric-light wires will be carried, and the second story of which will provide for the passage of the inmates from one building to the other without exposure to the elements. In view, however, of the pressing demands from other State institutions for appropriations, the State Board recommends only an appropriation for one dormitory for 40 boys, for the power-house, and for necessary connecting corridors to unite the buildings now or shortly to be in use, and certain other smaller items each necessary in itself and below specified.

The changes of the past five or six years in the Thomas Asylum have been great, not only in external matters but in internal administration, and the excellence of the work being there done for the Indian children of this State should be more widely known and appreciated. There is a tendency to criticise any expenditure of money for the support and education of Indian children. This criticism may be due to a misunderstanding as to the actual relation of the Indians in the State to the State. The adult Indians of New York State are self-supporting, and are not a burden upon the taxpayers. They do not receive direct aid from either the National or State governments. Such funds as they own have come to them from the sale of their lands, and are invested for them by the National Government. The annual interest from this invested fund belongs to them, and is paid to

them and nothing more. The State of New York has always been upright and just in its treatment of the Indians within its borders, and in the interest of humanity the State owes the same duty to dependent Indian children, that through private or public charity is extended to the children of dependent white citizens. The relatively small number of Indians, and the fact that they are scattered on reservations in different parts of the State, have led to the adoption by the State, as a policy, of the care and education of the destitute and dependent children of their race.

The buildings of the Thomas Asylum, the education and training the institution affords, have led to a greatly improved condition, morally, mentally and physically, of the children, and the asylum, through its relation with the different reservations, is quietly exerting a beneficent influence upon the adult Indians, especially upon those of the Cattaraugus reservation, upon which the asylum is located. The Indians seem to recognize and appreciate what the State is doing for their children, and are thereby stimulated to greater thrift, and to renewed efforts to obtain an education.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For dormitory for boys, $13,000; power-house and subways, $7,500; new boilers and setting same, $1,500; new dynamos, lights and wire, $1,500; removing and converting nursery into laundry, $1,000; two-story connecting corridors with subways and passageways, $8,800; equipment and betterments, $1,000; additional gas well, $2,000; compression tank for water supply, $1,800; grading, $2,500; making the special appropriations approved of, $40,600; maintenance appropriation, $22,000; making the total appropriation, $62,600.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA, GENESEE COUNTY.

[Established 1865.]

This school has capacity for 120 pupils. The number of pupils October 1, 1899, was 110, and 27 were received during the year. October 1, 1900, the number in attendance was 100, of whom 54 were boys and 46 girls. The average number during the year was 123 and the average weekly cost of support, including the value of home and farm products consumed, $5.85; excluding this, $5.83.

The receipts of this institution for the fiscal year ending September 30, 1900, were as follows: Cash balance from the preceding year, $82.26; received from the State, special appropriations, $5,010.44; general appropriations, $37,288.58; from all other sources, including $1,088.81 from counties, towns and cities, $2,026.95; total, $44,408.23. The ordinary expenditures were: For salaries of officers, $14,388.39; for wages and labor, $7,919.75; for provisions, $7,218.26; for household stores, $653.01; for clothing, $634.80; for fuel and light, $3,363.54; for hospital and medical supplies, $107.02; for transportation and traveling expenses, $185.09; for shop, farm and garden supplies, $1,342.22; for ordinary repairs, $132.61; for expenses of trustees or managers, $235.89; returned to State Treasurer, $2,026.95; and for all other ordinary expenses, $1,116.14; total, $39,323.67.

The total extraordinary expenditures were $5,010.44, of which $3,099.45 was for buildings and improvements and $1,910.99 for extraordinary repairs and other extraordinary expenses making the aggregate disbursements, $44,334.11. The assets September 30, 1900, were: The balance in cash, $74.12, and $1,047.81 due from counties, towns and cities; and there was no outstanding indebtedness.

Of the ordinary expenditures during the year, 59.8 per cent. was for salaries, wages and labor; 19.4 per cent. for provisions; 1.8 per cent. for household stores; 1.7 per cent. for clothing; 9 per cent. for fuel and light; .3 of 1 per cent. for medicines; .5 of 1 per cent. for transportation and traveling expenses; 3.6 per cent. for shop, farm and garden supplies; .3 of 1 per cent. for ordinary repairs; .6 of 1 per cent. for expenses of trustees or managers, and 3 per cent. for all other expenses.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the maintenance and instruction of the inmates, $35,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for maintenance to be paid from the moneys paid into the treasury of the State under section 37, chapter 580, Laws of 1899, $2,000; for renewing all tin roofs, gutters and conductor pipes, material and labor for the same, $1,500; for the purchase of stringed instruments, to be used in giving instruction upon the same to pupils, $150; for the laying of cement walks, $1,000; for the purchase of books and apparatus, $500; for the purchase of harness to replace one worn out, $60; for heating system, for plumbing, bath and drainage system for gymnasium, $1,950.

The special appropriations amounted to $5,160, and the total appropriations to $42,160.

There has been much delay in completing the equipment of the gymnasium building, for which the sum of $2,000 was appropriated. This work was divided into three separate contracts, for heating, for lighting, and for plumbing and fixtures, each calling for completion by September 15, 1900. The building is now practically ready for occupancy, but nothing has been secured in the way of furniture and apparatus, for which the sum of $1,000 was appropriated.

Very durable cement sidewalks have been laid about the extensive grounds from the proceeds of two appropriations of $1,000 each, made last year and in 1899. No work whatever has been accomplished under appropriations of $295.23 for general repairs and of $302.11 for painting woodwork. The appropriation of $10,000 for erection and equipment of an additional cottage dormitory will be allowed to lapse, in view of the possibility of reducing the contributing territory to this school's population and increasing that of the New York Institution for the Blind, where there have been a number of vacancies for several years past.

Under the $1,500 appropriation for the renewing of tin roofs, gutters and conductor pipes, no work has been accomplished, owing to difficulty in securing an acceptable contract. The last appropriation of $1,950, for heating, baths and plumbing in the gymnasium building, is an addition to the funds appropriated the previous year, and which work has been referred to. Nothing has been expended under an appropriation of $500 for the purchase of books and apparatus.

The general care of the institution and of the pupils continues satisfactory. The present population of 130 represents practically the maximum capacity of the present building. The board of managers has reduced the attendance to some extent by declining to receive into the school pupils who have made no advance in their studies for several terms. It is believed that some of this class regard the school as a home for their care, rather than as an institution for learning. In connection with the new gymnasium, a physical instructor will be appointed, and it is believed that much good will result from systematic training of the blind, who are frequently weak and helpless physically. The buildings of

the institution are deficient in fire-extinguishing apparatus; some of the apparatus having been in place for several years has lost its efficiency. The care of the extensive grounds of this institution still devolves upon the school, the people of Batavia continuing to use them as a public park. This Board regards this to be an abuse calling for remedy by the board of managers of the school. There has been much unnecessary delay in the business department of this institution, owing to failure to appoint a bookkeeper, and the books of record have, therefore, been inadequately kept.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For repairs and betterments, $1,000; electric wiring and fixtures, $2,500; lockers for gymnasium, $446; library and apparatus, $1,000; making the special appropriations approved of, $4,946; maintenance appropriation, $38,000; making the total appropriation, $42,946.

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, TARRYTOWN, WESTCHESTER COUNTY.

[Established 1900.]

Chapter 369, Laws of 1900 (special act), appropriated to establish the institution, $15,000.

At the twenty-fifth annual meeting of the National Conference of Charities and Correction, held in the city of New York, in May, 1898, Dr. Newton M. Shaffer, at the request of the president of this Board, then president of the conference, read a paper on the care of crippled and deformed children, in which he used the following language: "A strictly dependent and even, to-day, a much neglected class is being only half cared for by the excellent medical

institutions established for its relief. The educational and charitable systems of the State should be adapted to meet the demands of this class of crippled and deformed, as freely as are those for the deaf, the dumb, the blind or the insane." There are no reliable statistics as to the actual number of crippled and deformed children in the State, but Dr. Shaffer states that a moderate estimate places it at eight or ten thousand, outside of New York city.

As a result of the interest, caused by this statement, and to meet the needs of this class of unfortunate children, a bill was drafted establishing the New York State Hospital for the Care of Crippled and Deformed Children. This measure was enacted without opposition by the Legislature of 1900, and became a law by the signature of the Governor, April 11, 1900, as chapter 369 of the Laws of 1900.

The law provides that the hospital "shall be for the care and treatment of any indigent children who may have resided in the State of New York for a period of not less than one year, who are crippled or deformed or are suffering from disease from which they are likely to become crippled or deformed. No patient suffering from an incurable disease shall be admitted to such hospital. No patient shall be received, except upon satisfactory proof, made to the surgeon-in-chief, by the next of kin, guardian or a State, town or county officer, under rules to be established by the board of managers, showing that the patient is unable to pay for private treatment. Such proof shall be by affidavit. If there was an attending officer before the patient entered the hospital, it shall be accompanied by the certificate of such physician, giving the previous history and condition of the patient."

This bill contained an appropriation of $15,000, for the purposes of the institution for the first year, and provided for the

appointment by the Governor, subject to confirmation by the Senate, of a board of five managers. Shortly after the passage of the bill, the Governor appointed as such board, the Rt. Rev. Henry C. Potter, D. D.; J. Hampden Robb, J. Adriance Bush, George Blagden, Jr., and Dr. Newton M. Shaffer, all of the city of New York, as managers. The board organized by the election of Rt. Rev. Henry C. Potter, D. D., as president, and took immediate steps to obtain suitable premises for the purposes of the institution.

In June a plot of ground, fronting on the Hudson river, at Tarrytown, with a private residence, was leased for a term of five years at an annual rental of $1,000. This tract of land is 300 feet front on the river, by 600 feet in depth, and is bounded on the rear by the main road, leading north and south from Tarrytown; on the north by the road leading from this main road down to the river; and on the south by the grounds of a handsome country residence. The land comprises about four acres.

Dr. Shaffer and others interested in this new charity had raised by private subscription about $5,000, and this money they have used to advantage in renovating the house on the site they have leased, and for its equipment as a hospital. At the close of the year it stands ready for occupation and is a suitable, well located and sanitary building. A superintendent and other employes are already in the building, and the first patients will be received before the close of the calendar year.

The State Board of Charities by means of the records filed with it concerning the inmates of children's institutions, and also through the inquiries of its inspectors, is able to furnish the authorities of the hospital with a list of more than seventy inmates of children's institutions who are reported as crippled and de-

formed. Many of these unfortunates have been inmates of the institutions for a considerable number of years. Unfortunately some of them have passed the age limit when they are eligible for treatment in the hospital, but the names of all such crippled children of whom the Board has cognizance, has been furnished to the authorities of the institution, and a circular letter will doubtless be addressed to the managers of such institutions, inviting their special attention to the provisions now made for the treatment of their crippled and deformed wards; furthermore the hospital is intended to minister to the needs of the children of the poor who may be suffering from physical deformity in their own homes, but have never been inmates of children's institutions, and have thus escaped special notice hitherto.

The managers are to be congratulated upon the prompt and practical measures they have successfully taken to give effect to the statute passed last year. The grounds of the institution, however, are so contracted as not to be available for any considerable extension of the hospital, and if there should be demand for the admission and treatment of more than 100 children, a larger site upon which new buildings can be erected, should be secured. For this reason the Board is unable to recommend any considerable sum for permanent improvements to this property, but it does recommend a small appropriation of $1,500 for a frame building which can be used in case of contagious disease, and certain other items given below.

The Board recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For equipment of operating-room, $2,000; splints, braces and other orthopædic apparatus, $500; work bench, tools and accessories for repairing apparatus, $250; isolating pavilion of wood

construction for contagious diseases, $1,500; making the special appropriations approved of, $4,250; maintenance appropriation, $10,000; making the total appropriation, $14,250.

NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS.

[Established 1900.]

Chapter 416, Laws of 1900 (special act), appropriated to establish the institution, $50,000.

By chapter 416 of the Laws of 1900, the Legislature established the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis. This act requires the appointment by the Governor of five trustees, whose duty it shall be to select a site for such hospital and, after the approval of such site by the State Board of Health and the Forest Preserve Board, to proceed with the construction and equipment of suitable buildings upon plans adopted by them and approved by the State Architect and the State Board of Charities, as soon as the necessary appropriation has been secured.

In accordance with the provisions of the statute, the Governor appointed as Trustees, Howard Townsend and Walter Jennings, of New York; Dr. Willis G. MacDonald, Albany; Dr. John H. Pryor, Buffalo, and Dr. Frank E. Kendall, of Saranac Lake. Mr. Townsend was subsequently elected president of the board. The trustees after examining and considering various sites in the Adirondacks, have reported to the State Board of Health and the Forest Preserve Board in favor of one at Lake Clear in Franklin county. The State Board of Health and the Forest Preserve Board have not yet, however, approved this site.

As the responsibility of the State Board of Charities, under the statute, is not connected with the selection of a site, but with

construction work, after such site is chosen, and no plans or estimates based thereon have as yet been referred to the Board for its approval, there is nothing at present before the Board calling for its action.

The Deaf.

The following table gives the name and location of each institution in the State which is authorized by law to maintain and educate deaf pupils at public expense, and also gives the number and sex of the pupils in attendance September 30, 1900. All of the schools named receive both State and county pupils.

INSTITUTIONS.	Male.	Female.	Total.
New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York	259	156	415
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo	88	79	167
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	106	94	200
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes :			
Fordham Branch	.....	113	113
Brooklyn Branch	.....	73	73
Westchester Branch	191	.....	191
Central New York Institution for Deaf-Mutes, Rome	64	64	128
Western New York Institution for Deaf-Mutes, Rochester	76	92	168
Northern New York Institution for Deaf-Mutes, Malone	44	36	80
Albany Home School for the Oral Instruction of the Deaf, Albany	18	9	27
Total	846	716	1,562

The above statistics show a decrease of 9 over the total number of pupils in school September 30, 1899.

All of these schools have been visited and inspected quarterly during the year by the Board's Inspector of State Charitable Institutions, with special reference to the property, finances, general management and care of the pupils of each school.

No abuses have been noted, and in general the care of the children has seemed to be excellent, although advantageous changes in various matters of hygiene might profitably be made in some of the schools.

These institutions are among the most useful and necessary in the State, and their work, as a rule, cannot be too highly commended.

For four years past, Mr. and Mrs. Edmund Lyon, of Rochester, acting as inspectors for this Board have visited, inspected and annually reported upon the schools for the deaf within the jurisdiction of the Board, with special reference to the educational work of the schools. Their reports are published in the Board's annual reports to the Legislature, as well as in separate form.

Mr. and Mrs. Lyon were by experience, study and predilection, well equipped for this important work. Their chief interest in it was the welfare of the deaf pupils of the schools, and they refused to accept any pecuniary compensation. This volunteer service was thoroughly, impartially and conscientiously rendered.

The State Superintendent of Public Instruction having also appointed an inspector to examine the educational work of the schools for the deaf, the State Board of Charities, at a meeting held May 29th last, adopted the following preamble and resolution:

WHEREAS, The State Superintendent of Public Instruction has recently appointed an inspector who is charged with the duty of regularly inspecting the educational work of the schools for the deaf in this State, therefore,

Resolved, That this Board discontinue for the present its examination of the educational work of these schools, and confine its work of visitation and inspection to the other departments thereof.

In recognition of the services of Mr. and Mrs. Lyon thus terminated, the Board adopted the following minute:

Minute.

The State Board of Charities desires to place upon the records of the State of New York an expression of its appreciation of the valuable public service rendered by Mr. and Mrs. Edmund Lyon, of Rochester, as representatives of the Board in visiting and inspecting the schools for the deaf in this State.

Resolved, That the State Board recognizes that Mr. and Mrs. Lyon, in gratuitously carrying on this important and necessary work for the past three years, have been guided solely by their devotion to the best interests of the deaf wards of the State. The Board believes that their intelligent and conscientious services have resulted in improved administration of these institutions. Their examination of the educational work of the schools has secured a higher standard, thus affording the pupils better opportunities of fitting themselves for successful participation in the greater school of life.

Resolved, That the State Board of Charities thanks Mr. and Mrs. Edmund Lyon for their services in visiting and inspecting the schools for the deaf in this State, which will be held in grateful recognition; that these resolutions be spread upon the minutes of the Board, and that an engrossed copy, signed by the officers of the Board, be sent to them as a token of the Board's appreciation of their work in behalf of the deaf wards of the State.

INVESTIGATION OF THE NEW YORK STATE SOLDIERS AND SAILORS' HOME AT BATH.

The investigation of the New York Soldiers and Sailors' Home, conducted on behalf of the Board by the Soldiers and Sailors' Home Committee, and which was begun on the 5th day of December, 1899, was concluded on the 28th of February, 1900. The committee sat, on 17 days and usually held three sessions a day. Seventy-five witnesses were examined and a large quantity of doc-

umentary evidence inspected. As a result of the investigation the Governor declined to reappoint the eight trustees whose terms of office expired in April, 1900. There was thus left only one member of the Board as it existed at the time of the inception of the proceedings, exclusive, of course, of the ex officio trustees. The principal matter brought to the committee's attention upon initiating the proceedings was the charge that the commandant, Charles O. Shepard, had conducted himself in such a manner as to demonstrate his unfitness for the position, and the investigation in the first instance was confined solely to trying the issue thus raised. The effect of the evidence received was to satisfy the committee that Mr. Shepard was not unfit to act as commandant of the institution. It also appeared to the committee that the trustees had, for the most part because of negligence, but in some cases because of a deliberate disregard of the duty demanded by their office, rendered it desirable that the institution should not continue to have their services. As not only the conclusions of the committee, but also to a large extent the testimony upon which they were founded, appear in the formal report to be made part of the annual report of the Board, it is not necessary that further details should be given with regard to the investigation. The report of the Committee was unanimous and was unanimously adopted by the Board on November 15, 1900.

NEW INCORPORATIONS.

During the year 1900 the Board approved of the incorporation of the following named institutions, societies and associations, twenty-five in number.

1.—"Cuban Orphan Society;" principal office, New York City. Formed for "the care and education of the orphan and other destitute children of Cuba." Approved, January 30, 1900.

2.—"The Bell Home;" principal office, New York City. Formed "to provide and maintain a home to afford shelter and rest or health-giving opportunities to women and children in need thereof, upon such terms and conditions and in such manner and to such extent as from time to time may be prescribed or directed by such corporation." Approved, January 30, 1900.

3.—"Italian Benefit Society of the Legion of the Sons of Columbus;" principal office, New York City. Formed "to aid and protect its members or any other person having the rights and privileges of members, and members of their families in case of sickness, death, lack of work, financial distress, or of distressing civil wrong suffered at the hands of anybody, in case of unlawful arrest and prosecution." Approved, January 30, 1900.

4.—"Bay Ridge Hospital Dispensary and Training School for Nurses;" principal office, Brooklyn, N. Y. Formed "to establish, maintain and operate a hospital, dispensary and training school for nurses and a place of reception and maintenance for persons physically afflicted and to administer to the wants of the sick and needy." Approved, January 30, 1900.

5.—"Hebrew Reformed Benevolent Society of the Twenty-sixth Ward, Brooklyn Borough, New York City;" principal office, Brooklyn, N. Y. Formed "to voluntarily assist poor people who are in a state of want and suffering, and to advance the teaching of modern and reformed Judaism." Approved, January 30, 1900.

6.—"Daughters of Israel of Brooklyn, N. Y.;" principal office, Brooklyn, N. Y. Formed "to voluntarily assist poor people, who are in a state of want and suffering, by supplying them with medical attendance, medicine, clothing, food, fuel, and other necessities." Approved, January 30, 1900.

7.—"The Daughters of Jacob Charity Society;" principal office, Albany, N. Y. Formed "to voluntarily assist poor and needy persons, to supply them with clothing, food and other necessities of life, and otherwise to extend voluntary relief." Approved, January 30, 1900.

8.—"The Dobbs Ferry Hospital Association;" principal office, Dobbs Ferry, N. Y. Formed for "the maintaining and carrying on of a hospital, infirmary and dispensary in the village of Dobbs Ferry, and furnishing proper apparatus and facilities for the treatment and care of patients requiring medical or surgical attention." Approved, April 11, 1900.

9.—"Maronite Benevolent Society;" principal office, New York City. Formed "to aid and assist the poor and the sick Maronites." Approved, April 11, 1900.

10.—"The Guild for the Crippled Children of the Poor of New York City;" principal office New York City. Formed for "the care of crippled children in New York City, outside of existing institutions for their treatment, but in co-operation with such institutions, and the maintenance of a summer fresh-air home for such children at Long Beach, Long Island." Approved, April 11, 1900.

11.—"House of Calvary;" principal office, New York City. Formed "to receive and care for indigent women suffering from cancer, lupus, or any other living, bleeding, wounds, non-contagious." Approved, April 11, 1900.

12.—"Ladies' Hebrew Benevolent Association of Greenpoint;" principal office, Brooklyn, N. Y. Formed "for the purpose of relieving poor, distressed indigent persons, who may be found worthy of assistance in the eastern section of the Borough of Brooklyn, City of New York, also for purposes of visiting members

of the society or corporation who may be sick, and for the purpose of conducting entertainments to raise funds for charitable purposes." Approved, April 11, 1900.

13.—"The Refuge, of the City of Binghamton;" principal office, Binghamton, N. Y. Formed "to provide a temporary home for friendless girls and women, and to endeavor to secure the permanent restoration of those who have fallen into lives of sin." Approved, April 11, 1900.

14.—"Associated Charities of the town of Saratoga Springs;" principal office Saratoga Springs, N. Y. Formed "(1) to systematize and organize, and bring into harmonious co-operation the charities and almsgiving of the town of Saratoga Springs; (2) to reduce and prevent pauperism in said town; (3) to detect and guard against impostors and unworthy applicants for assistance, street beggars and persons who receive charitable aid from two or more independent sources; (4) to promote by all lawful means, social and sanitary reforms and habits of thrift, saving and self-dependence among the poorer classes; (5) to establish and maintain, or to assist in establishing and maintaining, any and all institutions which, in the course of the work of said corporation, shall particularly be required as auxiliary to its work." Approved, April 11, 1900.

15.—"Corning Hospital;" principal office, Corning, N. Y. Formed "to establish and maintain a general hospital in the city of Corning, in the county of Steuben and State of New York." Approved, April 11, 1900.

16.—"The Hebrew Ladies' Relief Society;" principal office, Rochester, N. Y. Formed for "the rendering of voluntary aid, assistance and relief to the sick and poor classes worshiping according to the Jewish faith in the City of Rochester, N. Y." Approved, April 11, 1900.

17.—"Ladies' Aid Society of the Church of the Divine Paternity, New York city;" principal office, New York City. Formed "for general charity, giving garments and other supplies to the needy, paying rent for the deserving, where such persons are unable to do so, and providing assistance to the unfortunate in other ways where after investigation the cases are found worthy." Approved May 29, 1900.

18.—"The Bible and Fruit Mission to the Public Hospitals of New York City;" principal office, New York City. Formed "to provide the patients in our public hospitals with the Bible, and to lovingly present to them the consolation of the Gospel of Christ, and also to provide them with fruit and other delicacies which may conduce to their comfort and restoration, and to open and maintain a coffee house with its various adjuncts." Approved, May 29, 1900.

19.—"The Syracuse Door of Hope;" principal office, Syracuse, N. Y. Formed "to afford a temporary home, free of expense, to females who are desirous of or need moral reformation and for other benevolent and mission purposes connected therewith." Approved, May 29, 1900.

20.—"The Sophia Fund;" principal office, New York city. Formed "as a memorial to the late Sophia Braeunlich and with the particular object of caring for helpless, young girls who are in destitute circumstances or in unwholesome surroundings, and of placing them, in, and, if possible, procuring them to be adopted by responsible and worthy private families who will treat them as members of the family and bring them up and educate them so as to render them good and useful women able to support themselves." Approved, May 29, 1900.

21.—"The Cuban Home Training School of New York;" principal office, Brooklyn, N. Y. Formed "to establish homes and training schools for the care and education of Spanish-speaking children, whether born in this country or elsewhere; to inculcate Christian principles and habits of industry and to fit them for missionary work in this and other lands; said schools and homes to have separate departments for the different sexes." Approved, July 11, 1900.

22.—"Woman's Hospital Association of Batavia, N. Y.;" principal office, Batavia, N. Y. Formed "for the purpose of directing, establishing and maintaining a hospital at the village of Batavia, Genesee county, N. Y., for the care and treatment of sick and injured persons." Approved, July 11, 1900.

23.—"Sisters of St. Francis of the Mission of the Immaculate Virgin, Conventuals of the Third Order;" principal office, Greenburgh, N. Y. Formed for "the care of homeless and destitute children; the education of boys and girls; the care of the sick in hospitals and the care of the indigent aged." Approved, October 10, 1900.

24.—"The Vittorio Emanuele III Benevolent Association;" principal office, Patchogue, New York. Formed "to visit and voluntarily aid the sick and protect the widow and the orphan and to practice love, hope and charity to all." Approved, December 21, 1900.

25.—"The Herkimer Emergency Hospital;" principal office, Herkimer, New York. Formed "to provide and maintain a hospital in the village of Herkimer, Herkimer county, New York, for the care and cure of such injured and sick persons as may have claims on common humanity for assistance and relief." Approved, December 21, 1900.

During the year the Board also approved of the filing of supplemental certificates by the following institutions:

1.—"The Orphans' Home of St. Peter's Church in the City of Albany." For the purpose of extending the objects of the society. For "establishing and maintaining in the city of Albany a free institution for the care and instruction of destitute children and for the furnishing them at the same time, so far as may in each case be desirable, with food, clothing and lodging; the maintaining and carrying on of benevolent and charitable work among the poor of the city of Albany; and the establishing and maintaining of a Guild House for educational, social or religious purposes, or for the residence of sisters, deaconesses, clergy or other persons devoted to religious and charitable work." Approved, January 30, 1900.

2.—"Aurelia Osborn Fox Memorial Hospital Society." For the purpose of changing the name of the Oneonta Hospital Society and re-incorporating under the name of the Aurelia Osborn Fox Memorial Hospital Society. Approved, May 29, 1900.

PLANS OF BUILDINGS APPROVED.

Pursuant to the provisions of chapter 225 of the Laws of 1896 (the Poor Law), and chapter 546 of the Laws of 1896 (the State Charities Law), as amended by chapter 504 of the Laws of 1899, the Board is required to consider the plans for the erection and improvement of almshouses and other public institutions, and to approve or disapprove such plans in its discretion.

During the past year the Board approved plans and specifications for new buildings and improvements, with the proviso in each case that the expense should not exceed the appropriation, as follows:

House of Refuge for Women, Hudson.—Alterations and additions to heating system and boiler house; approved May 29, 1900. Carriage wash in stable, electric wiring in guard house, locking device in cottages 1, 2, 3, 4, 5, 6 and nursery; approved November 15, 1900. Repairs and betterments to cottage No. 1; approved May 29, 1900. Repairs and betterments to cottages 2, 3 and 4; approved November 15, 1900. Grading grounds; approved October 10, 1900.

Western House of Refuge for Women, Albion.—Barn, hennery, ice-house and cold storage, and piggery; approved April 11, 1900. Plumbing and heating addition to store building; approved July 14, 1900.

Society for the Reformation of Juvenile Delinquents in the City of New York, Randall's Island.—Coal shed and steel gates; approved July 11, 1900. Paint shop; approved October 10, 1900. Plumbing, etc., in administration building; in attendants' quarters; in boiler-house; in boys' department, and in school building; also remodeling heating system; approved November 15, 1900.

Rome State Custodial Asylum, Rome.—Fire-alarm system, extension of telephone system; approved July 11, 1900.

Craig Colony, Sonyea.—Alterations and additions to "Elms Cottage"; approved January 31, 1900. Cold storage, bakery and warehouse, fire-escape for the main building of the west group, trades school building addition; approved April 11, 1900. Additional filter bed for sewage, two infirmary buildings, painting walls and ceilings in eleven buildings of the "Villa Flora" group, supplementary pumping system; approved July 12, 1900.

New York State Woman's Relief Corps Home, Oxford.—Cottage "C", kitchen, corridors and sun-room; electric wiring and fixtures for cottage "C", kitchen and adjoining corridors; heat-

ing cottage "C", kitchen and adjoining corridors; kitchen, ice-house, cold storage and connecting corridor; plumbing and draining, cottage "C", kitchen and connecting with sewers; approved October 10, 1900.

Department of Public Charities, Borough of Brooklyn.—Additions and alterations to hospital, additions and alterations to infants' hospital; alterations, completion of toilets and lavatories in almshouse; alterations and completion of bakery, boiler-house; conduit and steam plant, alterations and additions to consumptive building; garbage destroyer and idiot pavilion; approved April 11, 1900.

Department of Public Charities, Boroughs of Manhattan and the Bronx, New York City.—New boiler-house, new boiler plant in infants' hospital, new gas holder in infants' hospital, nurses' home and water tower extension in Metropolitan Hospital; approved July 11, 1900.

Chautauqua County Almshouse, Dewittville.—Pest house; approved October 10, 1900.

Chenango County Almshouse, Preston.—Ward addition to old building; approved January 31, 1900.

Chemung County Almshouse, Breesport.—Cottage; approved July 12, 1900.

Erie County Almshouse, Buffalo.—Tuberculosis and genito-urinary pavilions; approved October 11, 1900. Granary and horse barn; approved December 21, 1900.

Fulton County Almshouse, Johnstown.—New almshouse; approved April 11, 1900.

Hempstead Town Almshouse, Hempstead.—Alterations, additions, etc.; approved April 11, 1900.

Monroe County Almshouse, Rochester.—Hospital building; approved April 11, 1900.

Onondaga County Almshouse, Syracuse.—Hospital building; approved May 29, 1900.

Oyster Bay and North Hempstead Town Almshouse, Oyster Bay.—Plumbing, new bath tubs, etc.; approved October 10, 1900.

Richmond County Almshouse, Northfield.—Insane pavilion; approved May 29, 1900.

Steuben County Almshouse, Bath.—Covered passageway, connecting dining-room and men's building; approved July 11, 1900.

THE CONSTRUCTION AND IMPROVEMENT OF ALMSHOUSE BUILDINGS.

The committee on the construction of buildings reports extensive structural improvements in almshouses during the year. In Fulton county a new and more commodious building has been erected. In Montgomery county a departure has been undertaken by the purchase of a farm, the reconstruction of the buildings upon it, and the addition of others, thus giving that county a comfortable home for its poor. Onondaga county has added a separate hospital building to its group, and Niagara county has constructed an important extension. New York and Kings counties have made extensive additions and improvements to their buildings, which have relieved them of many defects. In several other counties the local authorities have manifested a most commendable desire to improve their almshouse buildings, and have made minor changes and additions. In no single year for a decade have there been so many and such important improvements in this class of public buildings.

Almshouses require special attention in the matters of ventilation, lighting and heating, beside provision for the general

health and safety. Some comparatively new buildings are unsatisfactory because of a lack of careful study of those requirements by architects. As it is difficult to make changes after buildings are completed, the original plans should be made complete in all essentials. This applies to buildings intended for dormitories, and especially to hospitals. The separate hospital is now so generally recognized as an essential of the almshouse group, that it doubtless will soon be added to all our almshouses, as the best provision for the care of the indigent sick.

INCREASE AND IMPROVEMENT OF VILLAGE HOSPITALS.

The committee on hospitals reports a marked increase of hospitals in this State in the smaller cities and villages. It is becoming very popular for the wealthy to build and endow hospitals in the communities where they live, or in the villages of their ancestors, as memorial institutions. The value of these hospitals to the laboring people is incalculable. In all emergencies, as after severe injuries, and in many forms of sickness requiring expert nursing, as pneumonia and typhoid fever, the poor resort to the local hospitals where they receive the highest grade of care. The result is that cures are far more frequent than where there is no hospital or where long distances must be traveled to reach one. Another and scarcely less valuable feature of the local hospital is the relief which it affords to the burden upon the family of the poor inevitably attendant upon severe and prolonged sickness. In a large number of instances, inspections reveal the fact that, by the removal of the sick from the family to the hospital, the wage-earners in such families pursue their occupations uninterruptedly and are not only saved from extraordinary expenditures which they are unable to bear, but are re-

lieved of that mental worry and anxiety that unfit them for their ordinary duties. It is worthy of note that these village hospitals are generally models of excellence in all their appointments. Many instances might be cited where, in all the details of construction, there has been the most intelligent compliance with demands of modern sanitary science and the teachings of medical and surgical experience. It is gratifying to record the fact that the plans of recently constructed hospitals, now accumulating in the office of the Board, are more and more examined by architects and are thus contributing to the improvement of this class of hospitals.

ALMSHOUSE INSPECTION.

The regular inspection of the various almshouses in the State is one of the most important duties of the State Board of Charities. Thorough examination from time to time serves to keep the Board fully informed as to the general administration of these institutions; enables it to gauge their condition and needs; take the necessary steps to remedy defects where such exist; and correct abuses whenever such are discovered. During the fiscal year ending September 30, 1900, each almshouse in the State was visited by the inspectors at least twice, while many were inspected four times. The law which makes provision for "State Almshouses" requires that they be examined at least once every three months, that the condition and needs of the State poor may be inquired into and this provision of law has been complied with. It has been found that these regular inspections are helpful to the officers in charge of the institutions, and directly promotive of the welfare of the inmates.

Since the present system of inspection was adopted, there has been a steady improvement in the condition of the almshouses

of the State. New buildings have been erected; old ones have been repaired; greater attention has been given to sanitation; the sources and sufficiency of water supplies have been examined, and the methods of protection from the dangers incident to fires have been studied. Inspection has shown also the need of ampler accommodations for the sick, and a more rational system of classification of the inmates of the almshouse. It has assisted in bringing to the attention of the county boards of supervisors the urgent necessity of adequate precautions against the abuse of public charity by the idle, the vagrant, and the vicious. It has promoted a clearer understanding of official responsibilities, and has assisted in securing a closer coöperation between this Board and those engaged in the care of the aged and unfortunate whose necessities have compelled them to depend upon the public for care during their declining years.

The reports of inspection have shown, also, a general tendency toward the betterment of buildings by the introduction of modern sanitary arrangements, and, as a consequence of this, there has been a decided improvement of health. The enforcement of cleanliness, regularity in diet and exercise, freedom from excitement and worry, together with the most careful attention to the general sanitary conditions, have a tendency to make the almshouses far more cheerful and homelike than ever before. Under the influence of a generous emulation, superintendents, keepers and matrons have loftier ideals of public service, and this higher conception of duty greatly improves the atmosphere of the almshouses. It is fortunate that this influence is at work, for as yet the officials in charge of our almshouses have not been brought under the provisions of the Civil Service Laws, and are therefore more or less subject to change. Without a stimulus of this kind,

the uncertainty of tenure would prove exceedingly hurtful to the discipline of the institution. The frequent inspections, however, serve to keep officials upon their mettle, and to excite a determination to improve the almshouses wherever it is necessary to better conditions. Each inspection furnishes a basis of comparison, and makes definite the matters wherein improvement is necessary, so that it is now possible to determine with exactness what is being accomplished from quarter to quarter. To this fact is due the large number of improvements undertaken or completed during the year. Each almshouse in the State has done something to better its condition; all have important changes in contemplation; and all are moving according to suggestions based upon exact knowledge of actual conditions. It is safe to say that greater progress is being made in the administration of our almshouses than ever before, and that the study of these institutions, consequent upon the system of inspection now followed by the State Board of Charities, is bearing fruit in wiser methods, more liberal maintenance, and more careful interpretation of the laws governing the relief of the poor from the public funds.

STATE, ALIEN AND INDIAN POOR.

Chapter 225 of the Laws of 1896, imposes special duties upon the Superintendent of State and Alien Poor, under the direction of this Board. These have relation to State poor, alien poor, and Indians.

The relief of such poor as shall not have resided 60 days in any county in this State within one year preceding the time of application for aid is the most important part of this work.

The return of crippled, blind, demented and other infirm alien poor to the countries whence they came is not only an act of hu-

manity, but is also a preventive measure, as it limits the increase of pauperism in this country by the return to their proper homes of such persons as would otherwise become permanent charges upon the charity of the State. Many of this class of alien poor are sent to this country by charitable societies, public officials, relatives and friends, in order that such societies, officials, or friends may be relieved of responsibility for their care and maintenance. Chapter 549 of the Laws of 1880, as amended by chapter 225 of the Laws of 1896, provides for the deportation of this class of persons.

The third division of the work is that which concerns such Indian poor residing within this State or upon any of the Indian reservations of the State, as shall require care in almshouses, and, where removal to State almshouses shall be impracticable by reason of physical infirmity, the law permits the temporary relief of needy Indians wherever they may be found. Such relief is always administered subject to the rules and regulations of this Board, and is an important feature of the supervision of our Indian population.

The extended report of the Board, with statistical tables showing the operations of the State Poor Law since it went into effect October 22, 1873, and until the close of the fiscal year September 30, 1900, is hereto appended, and, to this, attention is directed.

State Poor.

During the fiscal year ending September 30, 1900, the total number of State poor provided for pursuant to the provisions of chapter 225 of the Laws of 1896, was 2,004, as against 2,135 during the previous fiscal year, a decrease of 131. The changes during the year were as follows: Discharged as able to go out and

provide for themselves, 957; adopted, 2; absconded, 62; removed to their homes or places of legal settlement in other States and countries, 875; died, 33. This left 75 in State almshouses October 1, 1900, of whom 61 were males and 14 females. Eleven children were at the same time in the custody of orphan asylums, making a total of 86 under State care October 1, 1900, as against 138 October 1, 1899. The expenditures for the fiscal year have been $27,588.17, as against $29,358.05, the preceding year, as follows: For maintenance and care in State almshouses, $12,883.44; for maintenance and care in orphan asylums and homes, $1,000.28; for removals to State almshouses, $769.31; for removal from State almshouses to their homes in other States and countries, $8,810.06; for miscellaneous expenses, traveling expenses and printing, $4,125.08. The per capita expenditure was $13.69, as against $13.75 in 1899.

Twenty-seven years have elapsed since the State Poor Law became operative, during which time 40,885 persons have been committed to State almshouses, a yearly average of 1,514. Of these, 31,565 have been males and 9,320 females. This large number has been disposed of as follows: discharged as able to provide for themselves, 11,199; provided for by adoption or in families as self-supporting, 87; absconded, 1,949; transferred to State hospitals, 249; sent out of the State to their friends or places of legal settlement in other States and countries, 26,466; died, 860. This left 86 under care October 1, 1900, 75 in almshouses, and 11 in homes, as follows: at the Albany State Almshouse, 5; at the Broome County State Almshouse, 17; at the Erie County State Almshouse, 7; at the Jefferson County State Almshouse, 5; at the Kings County State Almshouse, 19; at the Monroe County State Almshouse, 7; at the Oneida County State Almshouse, 1; at the

Onondaga County State Almshouse, 3; at the St. Lawrence County State Almshouse, 11; in the Albany Orphan Asylum, 5; in the New York Catholic Protectory, 5; in the New York Juvenile Asylum, 1.

Alien Poor.

During the fiscal year ending September 30, 1900, there were removed 70 alien poor to their homes in other countries. These were found in almshouses, asylums, hospitals and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: crippled, 2; aged and infirm, 4; feeble-minded, 2; vagrant, 2; diseased, 2; children, 27; otherwise disabled, 31. These had been furnished transportation to this country as follows: By benevolent associations, societies and emigration agencies, 3; by padrones, contractors, corporations and individuals under agreement to labor, 2; by relatives, guardians and friends, 11; not known, 54. By their own statements they were found to have landed as follows: at the port of New York, 28; other United States ports, 3; Canadian ports, 4; not known, 35. After careful examination, these persons were returned to their homes as follows: To England, 12; to Ireland, 4; to Italy, 17; to Russia, 2; to Germany, 15; to Austro-Hungary, 13; to West Indies, 2; to Canada, 3, to Denmark and Switzerland, each 1. The total expenditures for these removals was $1,312.48; the average per capita expenditure, $18.75. Since this act went into effect in 1880, to September 30, 1900, there have been 3,508 removals made, at a total expenditure of $78,784.92; an average per capita cost of $22.46.

Indian Poor.

The total number of Indian poor provided for in almshouses and asylums during the fiscal year ending September 30, 1900, was 27, of whom four were in custody at the beginning of the year, and 23 were admitted during the year. Of these, 17 have been discharged as able to provide for themselves, one absconded and three died, leaving six remaining October 1, 1900, of whom one was in the Niagara County Almshouse, two in the Erie County Almshouse, one in the Onondaga County Almshouse, one in the Cattaraugus County Almshouse, and one, a small Indian boy, in the Western New York Home at Randolph. The expenditures during the year have been $1,524.90, as follows: For maintenance in the Cattaraugus County Almshouse, $74.25; for maintenance in the Erie County Almshouse, $221; for maintenance in the Jefferson County Almshouse, $28.57; for maintenance in the Niagara County Almshouse, $75.55; for maintenance in the Onondaga County Almshouse, $75; for maintenance in the Western New York Home, Randolph, $55.50; for outdoor relief, $1,069.28. It will be observed that the item of outdoor relief constitutes two-thirds of the total expenditure for Indian poor.

Financial Benefits Resulting from the Removal of State and Alien Poor.

The removal of State and Alien Poor is productive of permanent benefit to the State, but from the nature of the relation of the dependent poor to the general public the results are, and always must be, of substantially the same character. And this is also true with the deductions and conclusions based upon these results. Figures may be readjusted, but the underlying fact remains that the removal of alien and other paupers having no claim upon the people of the State, relieves the public treasury

of an enormous burden, and prevents as well the increase of an undesirable class. This latter is more important, in the long run, than present financial relief, for it has been conclusively shown that the evils which follow the increase of the pauper class affect the moral welfare of the public, and this is far more important than any merely financial gain. Yet the financial saving is well worth consideration. It is the most apparent and direct benefit due to this system, as well as the most immediate. During the past fiscal year, the number of poor sent out of this State was 945, of whom 70 were returned as aliens to their homes in foreign countries, and 875 were chiefly sent to other States. Some of those classed as State poor were returned to former homes in other lands. In all cases of deportation, careful investigation led to the conclusion that, unless removed, these persons would become permanent burdens upon the charity of the public. To have maintained these 945 enfeebled and helpless poor for even a short period in the charitable institutions of this State would cost far more than the expense of their transportation to their legal homes, and for a single year more than twice the amount of the total annual appropriation to the department. But many of these persons were deliberately shipped to this country that those responsible might be rid of the expense and annoyance of their support and care. The prompt action taken to return this class is a sharp warning to all guilty parties, and a declaration that this commonwealth will not permit itself to be imposed upon.

The whole number of removals since the State Poor Act of 1873, and the Alien Poor Act of 1880, went into effect, has been 29,974. It is not unreasonable to assume, under the favorable conditions of life in the almshouses, the regularity, cleanliness, diet, the freedom from worry and excitement, as well as con-

stant medical attention, that the average duration of life would have been at least 15 years. With an estimated cost of $100 per year per capita, the ultimate expenditure, had these persons been permitted to remain in our almshouses, would have reached the enormous sum of $44,961,000,

No moneys of the State are more wisely appropriated than those it expends for the removal of State and alien poor. Nor are any appropriations attended with greater economic and general beneficial results to the State.

Expenditures.

On account of State poor	$27,588 17
On account of alien poor	1,312 48
On account of Indian poor	1,524 90
On account of supervision	10,525 00
	$40,950 55

DEPARTMENT OF INSPECTION.

In accordance with the provisions of the revised State Constitution which took effect January 1, 1895, the Legislature was directed to "provide for a State Board of Charities, which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character," excepting reformatories for adult males convicted of felony, asylums for the insane and prisons.

From the establishment of the Board in 1867, until 1895, the system of inspection exercised by it, was such as could be performed by means of the voluntary visits of the commissioners of the Board and its salaried secretary and assistant secretary.

That the public and the private charities of the State had, in the course of their development, come to require more frequent visitation and inspection than it was possible to exercise without a corps of regularly employed inspectors, received practical recognition in the mandate of the Constitution referred to above. A department of inspection was, therefore, the natural result of the provisions of the revised Constitution and the legislation adopted pursuant thereto.

At a special meeting of the Board, held February 10, 1896, the committee on inspection submitted a report in part as follows: "The committee on inspection, in accordance with the instructions of the Board at its last meeting, has continued its efforts in the development of a system of inspection, to be instituted by this Board. The following recommendations are offered for consideration:

"First, that in addition to the system of general inspection of institutions, by the individual members of the Board, as required by law, special inspections be assigned to persons chosen for this duty. This is recommended on the ground that the visit of a commissioner, or commissioners, at any institution should be of a formal character, or for the purpose of specific investigation, and not simply as that of an inspector. The work of the commissioners is supervisory; and, with the large number of institutions of various character, over which the supervision extends, the time at the disposal of the commissioners of this Board, is insufficient for the prosecution of detailed work, and should be devoted to supervisory duties entirely, except where special investigation or particular lines of observation demand their attention.

"Second, that the persons chosen for this detailed work be denominated 'inspectors', * * *."

In conclusion the committee stated: "We are fully persuaded that it is impracticable for this Board to adhere to the methods of inspection which obtained when its supervision of the institutions of the State was comparatively limited. The added duties, involved in the provisions of the amended Constitution of 1894, demand a closely organized and effective service of inspection. This cannot be rendered by the commissioners of this Board personally."

At a special meeting of the executive committee of the Board, held at New York, July 22, 1896, it was: "Ordered, that for purposes of inspection and general information, the executive committee divides this State into two general divisions, to be known as the Eastern and Western districts, * * *." The office of the Eastern district was located in New York city. On August 4, 1896, the executive committee "Ordered, that the office of the Western inspection district be at Rochester, * * *."

At a stated meeting of the Board, held at Albany, January 14, 1897, it was "Resolved, that the inspection districts be changed as follows: the Eastern district to embrace the first, second, third and fourth judicial districts, including the counties of Kings and New York, the work to be carried on under the general supervision of the commissioners of such districts and counties as a committee for the district. The Western district to embrace the fifth, sixth, seventh and eighth judicial districts, the work to be carried on under the general supervision of the commissioners of such districts in the same manner as directed for the Eastern district."

On November 5, 1896, at a special meeting of the Board, four

inspectors were appointed. The organization of the department at present consists of a superintendent of inspection, two district superintendents and five inspectors. Each district office employs a stenographer. The department also has in its service at the capitol three clerks and a stenographer.

From the beginning of its work the department of inspection has had for its sphere of visitation, the private charities of the State, or such of them as are in receipt of public money. Until recently, following the interpretation placed upon the Constitution and statutes by the Board, as legally advised by the Attorney-General's department, the private charities of the State, irrespective of the question of their receipt of public money, were regularly visited and inspected. Such charities, some one thousand in number, reported for the year ending September 30, 1899, 1,401,228 beneficiaries.

The legal opinions written by the different courts of the State as to the exact line of demarcation between charities subject to the Board's inspection and philanthropies not so subject, are elsewhere discussed in this report. The matter is here referred to, for the purpose of inviting attention to the recent action taken by the Board relating to the work of inspection, in consequence of the decision of the Court of Appeals, rendered April 17, 1900, to the effect that: "A charitable institution, within the meaning of sections 11 to 14 of article 8 of the Constitution, chapter 771 of the Laws of 1895, and chapter 546 of the Laws of 1896, giving to the State Board of Charities the right of visitation with respect to all charitable institutions, is one that in some form or to some extent receives public money for the support and maintenance of indigent persons, and by public money is meant money raised by taxation not only in the State at large, but in any city, county or town."

In consequence of such decision, the State Board duly informed the charities affected thereby, that the Board would cease the work of visitation and inspection, and would no longer request from them annual or other reports. The total number of charitable institutions not in receipt of public money, but which reported to the Board for the year ending September 30, 1899, was 419, not including branch societies, and their total beneficiaries numbered 387,381 persons. Classified according to the character of their work, these philanthropies comprised the majority of day nurseries, eleemosynary educational institutions, fresh-air charities, homes for the aged, homes for the blind, homes for discharged prisoners, temporary homes, homes and missions for immigrants, homes and hospitals for convalescents, homes and hospitals for incurables and placing-out agencies.

The Board, in its manual issued for the guidance of inspectors, defines inspections as of two kinds, special and general. "A special inspection is a visit to an institution to inquire or examine as to some particular fact or condition." A general inspection is one which "will secure a thorough inquiry into the operations and conditions of every department of an institution." As a result of every general inspection, a report is prepared giving a detailed account of conditions found to exist in the various departments of the institution at the time of the inspection. Every such report is presented at the subsequent meeting of the commissioners resident in the inspection district in which the institution is located. Such commissioners recommend to the Board the disposition which to them seems proper to be made, of all reports concerning the charities within their district. These reports take one of three courses as the Board decides: (1) the report is ordered filed; or, (2) the report is ordered sent to the managers of the charity under consideration, by way of informa-

tion and suggestion; or, (3) the report is ordered sent to the managers of the institution and their attention invited to the defects noted by the inspector in the course of his visit of examination.

For the past year it has been the policy of the Board to send every report that was likely to be helpful in its suggestions, or which called for remedial action, to the managers of the institution. It is felt that such a policy is calculated to further the objects which State inspection has in view, namely the protection of the inmates of charitable institutions, and the economical expenditure of charitable funds.

As has been indicated above, previous to the decision of the Court of Appeals, the Board inspected private charities irrespective of the question of the receipt of public money. The work of inspection for the first few months of the year ending September 30, 1900, included both classes of institutions, but of the 524 charities upon which detailed reports have been written during the year, 365 were in receipt of public money, during that period. The conditions reported to exist in these 365 institutions may be briefly stated as follows:

THE CONDITIONS FOUND TO EXIST IN 365 PRIVATE CHARITIES IN RECEIPT OF PUBLIC MONEY AND LICENSED DISPENSARIES FOR THE YEAR ENDING SEPTEMBER 30, 1900.

	Excellent.	Good.	Fair.	Unsatisfactory.	Bad.	Non-existent or not stated.
Supervision	25	157	106	17	4	56
Administration	83	196	68	14	2	2
Plant	62	148	100	42	4	9
Sanitary condition	55	154	102	42	2	10
Records	44	169	96	22	3	31
General impression	45	197	99	21	....	3

The following table shows the number of general inspections, special inspections and visits made by the department for the year ending September 30, 1900:

	Eastern district.	Western district.	Total.
General inspections	395	129	524
Special inspections	169	33	202
Visits	423	112	535
Total	987	274	1,261

By the revised Constitution of 1894, the State Board of Charities was made not only a constitutional body charged with the duty of visitation and inspection of the public and private charities of the State, but the Board was clothed with other important powers. The Constitution, article viii., section 14, provides that: * * * "Payments by counties, cities, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized, but shall not be required by the Legislature. No such payments shall be made for any inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities. Such rules shall be subject to the control of the Legislature by general laws."

In accordance with the provisions of this section, the State Board is charged with the important duty of formulating rules and regulations governing the reception and retention of inmates of institutions in receipt of public money but under private control. These rules have been subject to amendment from time to time, as experience and circumstances have demanded. As at present formulated and administered, the rules require that every

such institution having the care of children shall file with the Board a monthly statement showing the admissions and discharges for the preceding month and the total number of inmates remaining at the end of the month. Certain facts regarding each child so received or discharged are also requested. In this way the Board is enabled to keep a register of the inmates of all children's homes that are in receipt of public money. The following table shows the population of such institutions at the close of the fiscal years from September 30, 1896, to September 30, 1900:

NUMBER OF INMATES OF HOMES FOR CHILDREN IN RECEIPT OF PUBLIC MONEY.

September 30, 1896 (119 institutions)	27,769
September 30, 1897 (121 institutions)	28,380
September 30, 1898 (123 institutions)	29,967
September 30, 1899 (123 institutions)	29,440
September 30, 1900 (122 institutions)	28,649

During the fiscal year ending September 30, 1900, there were discharged from the 122 homes for children in receipt of public money, 15,437 children. The monthly reports made to the Board show the following facts regarding these children:

FACTS RELATING TO 15,437 INMATES OF 122 HOMES FOR CHILDREN DISCHARGED DURING THE YEAR ENDING SEPTEMBER 30, 1900.

Sex.

Boys	9,466
Girls	5,971
Total	15,437

Age at Time of Discharge.

Less than 1 year of age	1,913
Between 1 and 5 years of age	3,233
Between 6 and 10 years of age	4,020
Between 11 and 16 years of age	5,294
Over 16 years of age	913
Not stated	64

Duration of Institution Life.

Less than 1 year	7,816
Between 1 and 2 years	2,056
Between 2 and 3 years	1,560
Between 3 and 4 years	1,024
Between 4 and 5 years	736
Between 5 and 6 years	597
Between 6 and 7 years	473
Between 7 and 8 years	359
Between 8 and 9 years	253
Between 9 and 10 years	185
Ten years or over	378

Method of Support at Time of Discharge.

Public charges	11,432
Private charges	3,893
Not stated	112

Method of Discharge.

To relatives	9,756
To friends or guardians	75
Placed out on trial	342
Placed in permanent homes	1,178
Adopted or indentured	264
Sent to hospitals	221
Sent to other institutions	660
Became self-supporting	528
Left by expiration of time	340
Escaped	116
Died	1,570
Otherwise discharged	387

Of the 15,437 children reported as discharged during the year, 518 were afterward readmitted to the same institutions. If we add to this number those sent to hospitals or other institutions, we have a migration of considerably more than one thousand children, whose institutional life did not cease by reason of the discharge noted above.

Of the 1570 children who died, 1313 were inmates of infant asylums.

In conclusion, it may be said that the reports filed with the Board by its inspectors for the year ending September 30, 1900, take note of substantial improvements as compared with conditions found to exist at the time of previous inspections. In 140 of the 365 charities under private control but in receipt of public money, regarding which reports were filed during the year, special note is made of such improvements. Defects, however, of a more or less marked character are observed in 233 of these

365 charities. In 33 cases these defects relate to methods of administraton. In 118 instances they have reference to the condition of the properties; and in 59 cases defective sanitary arrangements are reported.

Experience shows that in the majority of instances defects arise either from ignorance as to the modern requirements of charitable institutions or from lack of financial resources sufficient to bring about improvements recognized as desirable. The Board is in constant receipt of communications from the trustees of private charities subject to inspection, to the effect that recommendations made to them as a result of such inspection are approved and will be speedily acted upon. Thus, as a consequence of the policy of public inspection established in the organic law of the State and the statutes adopted pursuant thereto, it is not too much to say that the charitable institutions of the State of New York are each year becoming more efficient in ministering to the needs of their dependents.

CONFERENCE ON REFORMATORIES.

Upon invitation of the committee on reformatories, representatives of the boards of managers of the several State reformatory institutions, under the supervision of the Board, was held at its offices, in Albany, on October 9, 1900. The object of this conference was the consideration and discussion of the questions of importance which have arisen in the administration of the several institutions of this class. Members of the boards of managers of the House of Refuge for Women at Hudson, of the House of Refuge for Women at Albion, of the House of Refuge for Women at Bedford, and of the House of Refuge at Randall's Island were present.

This conference proved to be of much importance by establishing a recognition of the fact that the several institutions of this class are not entirely independent and separate institutions, but that each is a part of a general system, and independent only in so far as its special duties differentiate it from other institutions of this class.

The conference was also an important one in the opportunity which it afforded for a discussion of questions of discipline and of administration, which are yet dependent for settlement on further experience.

It clearly demonstrated the fact that reformatory effort is still tentative and experimental, and subject to constant modification by added experience.

It is proposed to continue these conferences at such intervals as may seem desirable for the due development of this important department of State care of the delinquent.

NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

In the thirty-second annual report of the State Board of Charities, to the Legislature for 1898, note was taken of the quarter centennial celebration of the National Conference of Charities and Correction, held in the city of New York, May 18-22, 1898. The annual sessions of this body have proved so successful and instructive, that at a stated meeting of the Board, October 12, 1898, the secretary presented for consideration a communication which dwelt upon the probable benefits to be derived from a similar conference organized within this State. The following resolution was thereupon offered, and unanimously adopted by the Board:

"Resolved, That the President of the Board be requested to

appoint a committee of five, of which he shall be chairman, to arrange, in consultation and coöperation with others selected by said committee, for a New York State Conference of Charities and Correction, the opening session to be held preferably in the city of Albany, in the fall of the year 1900."

The committee thus formed, appointed for the organization of the first conference a provisional committee of 50 representative men and women, actively interested in one form or other of charitable and correctional work, and representing not only the State, county, municipal and private charities of New York, but also its different geographical divisions. That the plan for a State conference was welcomed by the public was demonstrated by the immediate acceptance of 48 of the 50 invitations to serve on this committee.

The committee of fifty organized on June 14, 1900, and subsequently reported the officers and committees and the program for the first State conference. The committee on time and place selected November, 1900 as a convenient time, and the Capitol, Albany, as an appropriate place for the first sessions of the conference.

The officers, committees and the program of the first conference were as follows:

First New York State conference of charities and correction, held in the Senate Chamber at Albany, November 20, 21 and 22, 1900.

OFFICERS OF THE CONFERENCE.

PRESIDENT.

Hon. WILLIAM PRYOR LETCHWORTH, LL. D., Portage.

VICE-PRESIDENTS.

ROBERT W. DE FOREST, New York. *Hon. WILLIAM J. MORGAN, Albany.
Rev. THOMAS A. HENDRICK, LL. D., Rochester.

SECRETARY.

HOMER FOLKS, New York.

*Since deceased.

ASSISTANT SECRETARIES.

FREDERIC ALMY, Buffalo. Dr. JOHN F. FITZ GERALD, Rome.
CLARENCE V. LODGE, Rochester.

TREASURER.

FRANK TUCKER, New York.

COMMITTEES ON TOPICS.

COMMITTEE ON THE TREATMENT OF THE CRIMINAL.

Chairman, Thomas Sturgis, New York.

Prof. Herbert E. Mills, Poughkeepsie.
Hon. Omar V. Sage, New York.
Miss Arria S. Huntington, Syracuse.
Rev. Thomas F. Hickey, Rochester.
Samuel Macauley Jackson, New York.
Hon. Cornelius V. Collins, Troy.
Mrs. Charles R. Lowell, New York.
Hon. George McLaughlin, Albany.
Neuville O. Fanning, New York.
William H. Gratwick, Buffalo.
William J. Sterritt, Middleport.

COMMITTEE ON THE CARE AND RELIEF OF NEEDY FAMILIES IN THEIR OWN HOMES.

Chairman, Frederic Almy, Buffalo.

Thomas W. Hynes, Brooklyn.
John R. Washburn, Watertown.
Rev. S. V. V. Holmes, Buffalo.
Joseph A. Crane, Rochester.
Mrs. M. Fullerton, New York.
Rev. William I. Nichols, Brooklyn.
Edward J. Hussey, Albany.
Mrs. E. V. H. Mansell, New York.
Lee K. Frankel, New York.
William T. Constable, Yonkers.
John J. Barry, New York.

COMMITTEE ON THE CARE OF DEFECTIVE, DEPENDENT, DELINQUENT AND NEGLECTED CHILDREN.

Chairman, Rev. Thomas L. Kinkead, Peekskill.

Homer Folks, New York.
Dr. F. Park Lewis, Buffalo.
Franklin H. Briggs, Rochester.
Frederick E. Bauer, New York.
Henry Esser, Mt. Vernon.
Mornay Williams, New York.
Miss Lucy C. Watson, Utica.
Philip W. Ayres, New York.
George B. Robinson, New York.
Mrs. John Davenport, Bath.
Sister Mary Ann Burke, Buffalo.
Edmund Lyon, Rochester.

COMMITTEE ON THE MENTALLY DEFECTIVE.

Chairman, Dr. William P. Spratling, Sonyea.

Dr. Peter M. Wise, New York.
Mrs. Charles W. Winspear, Newark.
Hon. Charles McLouth, Palmyra.
Timothy E. McGarr, Albany.
Dr. Charles W. Pilgrim, Poughkeepsie.
Dr. Eugene H. Howard, Rochester.
Miss Louisa Lee Schuyler, New York.
Dr. Stephen Smith, New York.
Dr. Selden H. Talcott, Middletown.
Mrs. M. C. Dunphy, New York.
Dr. John F. FitzGerald. Rome.
Dr. Charles G. Wagner, Binghamton.

COMMITTEE ON THE INSTITUTIONAL CARE OF DESTITUTE ADULTS.

Chairman, Byron M. Child, Albany.

Levi A. Page, Seneca Castle.
Dr. Jesse T. Duryea, Brooklyn.
Daniel C. Grunder, Angelica.
Rev. N. O. Halsted, Kings Park.
George Blair, New York.
Robert W. Hill, Canandaigua.
Gilbert L. Mosher, Machias.
Rev. Dennis J. McMahon, D.D., New York.
Mills G. Frisbie, Homer.

PROVISIONAL COMMITTEE OF FIFTY APPOINTED TO ORGANIZE THE CONFERENCE.

Chairman, Hon. William R. Stewart, President State Board of Charities.
Frederic Almy, General Secretary Charity Organization Society, Buffalo.
C. Loring Brace, Secretary Children's Aid Society, New York.
Herbert S. Brown, Managing Editor Charities Review, New York.
Professor George F. Canfield, President State Charities Aid Association, New York.
Edward B. Cantine, Commissioner of Public Charities and Correction, Albany.
Dr. James C. Carson, Superintendent Syracuse State Institution for Feeble-Minded Children, Syracuse.
Hon. Bird S. Coler, Comptroller of the City of New York, New York.

Hon. Cornelius V. Collins, Superintendent of Prisons, Albany.
Major John Crane, Member Board Trustees Soldiers and Sailors' Home, Bath.
Mrs. John Davenport, Member State Commission of Prisons, Bath.
Robert W. de Forest, President Charity Organization Society, New York.
Mrs. Beekman de Peyster, Commissioner State Board of Charities, New York.
Edward T. Devine, General Secretary Charity Organization Society, New York.
Dr. John F. FitzGerald, Superintendent Rome State Custodial Asylum, Rome.
Homer Folks, Secretary State Charities Aid Association, New York.
Lee K. Frankel, Manager United Hebrew Charities, New York.
Rev. Isaac Gibbard, President State Industrial School, Rochester.
Professor Franklin H. Giddings, Professor of Sociology Columbia University, New York.
Mrs. Charles H. Halcomb, Member Board of Managers House of Refuge for Women, Hudson.
Rev. Thomas A. Hendrick, LL. D., Member Board of Managers Children's Aid Society of Rochester, Rochester.
Henry R. Howland, President Thomas Asylum, Iroquois.
Hon. John W. Keller, President of the Department of Public Charities, New York.
Rev. Thomas L. Kinkead, Chaplain St. Joseph's Home for Destitute Children, Peekskill.
Rev. Max Landsburg, Secretary Jewish Orphan Asylum Society, Rochester.
Hon. William P. Letchworth, LL. D., Ex-President State Board of Charities, Portage.
Dr. F. Park Lewis, President Board of Managers New York State School for the Blind, Batavia.
Clarence V. Lodge, Superintendent of the Poor of Monroe County, Rochester.
Lafayette L. Long, Superintendent of the Poor of Erie County, Buffalo.
Mrs. C. R. Lowell, Member Charity Organization Society, New York.
Hon. Charles McLouth, President State Custodial Asylum for Feeble-Minded Women, Newark.
Hon. Daniel Magone, Ogdensburg.
Professor Herbert E. Mills, President Board of Managers House of Refuge for Women, Hudson.
Thomas M. Mulry, President Society of St. Vincent de Paul, New York.
†Hon. William J. Morgan, Comptroller of the State of New York, Albany.
Rev. William I. Nichols, Secretary, Brooklyn Bureau of Charities, Brooklyn.
Thomas M. Osborne, President George Junior Republic, Freeville.
Hon. Eugene A. Philbin, Commissioner State Board of Charities, New York.
Hon. Harvey W. Putnam, Commissioner State Board of Charities, Buffalo.
George B. Robinson, President New York Catholic Protectory, New York.
Hon. Stephen Smith, Commissioner State Board of Charities, New York.
Dr. William P. Spratling, Medical Superintendent Craig Colony, Sonyea.
Hon. Lispenard Stewart, President State Commission of Prisons, New York.
Hon. Enoch V. Stoddard, Vice-President State Board of Charities, Rochester.
Thomas Sturgis, President Board of Managers New York State Reformatory, Elmira.
Dr. H. C. Taylor, Brocton.
Frank Tucker, General Agent New York Association for Improving the Condition of the Poor, New York.
Mornay Williams, President New York Juvenile Asylum, New York.
Dr. Peter M. Wise, President State Commission in Lunacy, New York.
James Wood, President Board of Managers New York State Reformatory for Women, Bedford.

Secretary, Robert W. Hebberd, Albany.

SUB-COMMITTEES OF THE COMMITTEE OF FIFTY.

Executive Committee.

Chairman, Hon. William R. Stewart, New York.

*Hon. William P. Letchworth, LL. D., Portage.	Professor George F. Canfield, New York.
*Robert W. de Forest, New York.	Hon. John W. Keller, New York.
*†Hon. William J. Morgan, Albany.	Dr. F. Park Lewis, Buffalo.
*Rev. Thomas A. Hendrick, LL. D., Rochester.	Thomas M. Mulry, New York.
	Hon. Enoch V. Stoddard, Rochester.
	James Wood, Mt. Kisco.

Secretary, Robert W. Hebberd, Albany.

*The President and the Vice-Presidents of the Conference are ex-officio members of the Executive Committe.

†Since deceased.

Committee on Organization.

Chairman, Thomas M. Mulry, New York.

Robert W. Hebberd, Albany. Lafayette L. Long, Buffalo.
Dr. William P. Spratling, Sonyea. Edward T. Devine, New York.

Committee on Time and Place.

Chairman, C. Loring Brace, New York.

Edward B. Cantine, Albany. Frank Tucker, New York.
Rev. William I. Nichols, Brooklyn. Thomas Sturgis, New York.

Local Committee, Composed of Citizens of Albany.

Chairman, Hon. Simon W. Rosendale; Rt. Rev. Wm. Croswell Doane, D. D., LL. D.; Rt. Rev. T. M. A. Burke, D. D.; Rev. Edward G. Selden, D. D.; Rev. Wallace Buttrick, D. D.; Hon. James H. Blessing; John G. Myers; Dudley Olcott; Robert C. Pruyn.

PROGRAM OF THE CONFERENCE.

TUESDAY EVENING, NOVEMBER 20.

8.00 P. M. Opening Prayer by Rt. Rev. William Croswell Doane, D. D., LL. D.
Address by
Hon. William R. Stewart, President of the State Board of Charities and Chairman of the Committee of Fifty appointed to organize the Conference.
Hon. Theodore Roosevelt, Governor, on behalf of the State of New York.
Hon. James H. Blessing, Mayor, on behalf of the city of Albany.
Hon. Bird S. Coler, Comptroller of the city of New York.
Mr. John M. Glenn, President of the National Conference of Charities and Correction.
Hon. William P. Letchworth, LL.D., President of the New York State Conference of Charities and Correction.
Rev. Thomas A. Hendrick, LL. D., Vice-President of the Conference, and other speakers.

10.00 P. M. Reception at Hotel Ten Eyck by citizens of Albany.

WEDNESDAY MORNING, NOVEMBER 21.

SUBJECT: THE CARE AND RELIEF OF NEEDY FAMILIES IN THEIR OWN HOMES.

9 to 9.30 A. M. General business of the Conference, including registration of delegates.

9.30 A. M. Report of the Committee on the Care and Relief of Needy Families in Their Own Homes.

9.50 A. M. Paper, "The Need and Value of Settlement Work," by James B. Reynolds, Head Worker of the University Settlement, New York.

10.10 A. M. Discussion opened by J. Graham Phelps Stokes, New York.

10.20 A. M. Discussion. Speakers limited to five minutes each.

10.40 A. M. Paper, "The Breaking Up of Families," by Edward T. Devine, General Secretary of the Charity Organization Society of the City of New York.

11.00 A. M. Discussion opened by Edmond J. Butler, of the Society St. Vincent de Paul, New York.

11.10 A. M. Discussion. Speakers limited to five minutes each.

11.30 A. M. Miscellaneous business.

WEDNESDAY AFTERNOON, NOVEMBER 21.

SUBJECT: THE INSTITUTIONAL CARE OF DESTITUTE ADULTS.

3.00 P. M. General business of the Conference.

3.30 P. M. Report of the Committee on the Institutional Care of Destitute Adults.

3.50 P. M. Paper, "Classification," by Hon. Adolph H. Goetting, Commissioner of Public Charities, Boroughs of Brooklyn and Queens, New York city.

4.10 P. M. Discussion, opened by Rev. N. O. Halsted, Superintendent of St. Johnland, Kings Park.

4.20 P. M. Discussion. Speakers limited to five minutes each.

4.40 P. M. Paper, "A Model Institution," by Daniel Delehanty, Governor of Sailors' Snug Harbor, West New Brighton.

5.00 P. M. Discussion, opened by Dr. E. J. Gilray, Medical Superintendent of Erie County Hospital, Buffalo.

5.10 P. M. Discussion. Speakers limited to five minutes each.

5.30 to 6.30 P. M. Reception at Executive Mansion by Governor and Mrs. Roosevelt.

WEDNESDAY EVENING, NOVEMBER 21.

SUBJECT: THE CARE OF DEFECTIVE, DEPENDENT, DELINQUENT AND NEGLECTED CHILDREN.

8.00 P. M. General business of the Conference.

8.30 P. M. Report of the Committee on the Care of Defective, Dependent, Delinquent and Neglected Children.

8.50 P. M. Paper, "What Brought About the New York System of Caring for Dependent Children? Do these Reasons for the System Still Exist?" by Homer Folks, Secretary of the State Charities Aid Association, New York.

9.10 P. M. Discussion, opened by Professor Franklin H. Briggs, Superintendent of the State Industrial School, Rochester.

9.20 P. M. Discussion. Speakers limited to five minutes each.

9.40 P. M. Paper, "What Causes are Leading to the Commitment and Surrender of Children as a Charge upon the Public by Parents or Others? Can any of these Causes be Removed, and if so, How?" by Dr. William O. Stillman, President of the Mohawk and Hudson River Humane Society, Albany.

10.00 P. M. Discussion, opened by Hon. John W. Keller, President of the Department of Public Charities, New York.

10.10 P. M. Discussion. Speakers limited to five minutes each.

10.30 P. M. Miscellaneous business.

THURSDAY MORNING, NOVEMBER 22.

SUBJECT: THE MENTALLY DEFECTIVE.

9 to 9.30 A. M. General business of the Conference.

9.30 A. M. Report of the Committee on the Mentally Defective.

9.50 A. M. Paper, "The Duty of the State Towards its Idiotic and Feeble-Minded," by Dr. John F. FitzGerald, Superintendent of the Rome State Custodial Asylum, Rome.

10.10 A. M. Discussion, opened by Hon. Charles McLouth, President of the Board of Managers of the State Custodial Asylum for Feeble-Minded Women, Newark.

10.20 A. M. Discussion. Speakers limited to five minutes each.

10.40 A. M. Paper, "Results of Five Years' Experience with Coöperation between State Hospitals for the Insane; May it Not be Profitably Extended to all Charitable Institutions?" by Dr. Peter M. Wise, President State Commission in Lunacy, Albany.

11.00 A. M. Discussion, opened by Dr. Eugene H. Howard, Superintendent of the Rochester State Hospital, Rochester.

11.10 A. M. Discussion. Speakers limited to five minutes each.

11.30 A. M. Miscellaneous business.

THURSDAY AFTERNOON, NOVEMBER 22.

SUBJECT: THE TREATMENT OF THE CRIMINAL.

3.00 P. M. General business of the Conference.

3.30 P. M. Report of the Committee on the Treatment of the Criminal.

3.50 P. M. Paper, "The Prison System of the State of New York; How it Can be Improved," by Hon. George McLaughlin, Secretary of the State Commission of Prisons, Albany.

4.10 P. M. Discussion, opened by Neuville O. Fanning, Deputy Commissioner of Correction, New York.

4.20 P. M. Discussion. Speakers limited to five minutes each.

4.40 P. M. Paper, "Houses of Refuge for Women, their Management, Purposes and Possibilities," by Mrs. C. R. Lowell, Member of the Board of Managers New York State Reformatory for Women, Bedford.

5.00 P. M. Discussion, opened by Hon. Enoch V. Stoddard, Vice-President of the State Board of Charities, Rochester.

5.10 P. M. Discussion. Speakers limited to five minutes each.

5.30 P. M. Miscellaneous business.
Adjournment.

The Governor and other speakers by their presence and addresses at the opening session, materially assisted in making the conference a success. Over three hundred delegates were present representing more than fifty localities in the State, and almost every form of public and private charity and correction. Many visitors also attended the sessions, interest in which was sustained until final adjournment.

The following officers and members of committees of the second conference, which is to be held in New York city, unless the executive committee chooses some other meeting place, were elected by the conference at its closing session.

OFFICERS.

PRESIDENT.

ROBERT W. de FOREST, New York.

VICE-PRESIDENTS.

T. GUILFORD SMITH, Buffalo. Hon. SIMON W. ROSENDALE, Albany.
THOMAS M. MULRY, New York.

SECRETARY.

ROBERT W. HEBBERD, Albany.

ASSISTANT SECRETARIES.

Dr. LEE K. FRANKEL, New York. Miss LUCY C. WATSON, Utica.
Mrs. AUGUST FALKER, Syracuse.

TREASURER.

FRANK TUCKER, New York.

COMMITTEES ON TOPICS.

COMMITTEE ON RELIEF OF THE SICK POOR.

Division A—Hospitals, Dispensaries and Nursing.

Chairman, Dr. STEPHEN SMITH, New York.

Dr. E. J. Gilray, Buffalo.
Dr. Frederick Holme Wiggin, New York.
Dr. George T. Church, Saratoga Springs.
Hon. Dennis McCarthy, Syracuse.
Duff G. Maynard, New York.
Walter S. Ufford, Albany.
James McCredie, Albany.
Lillian D. Wald, New York.
Dr. J. T. Duryea, Brooklyn.
Mrs. S. E. Crittenden, Cooperstown.
Anthony Schimmel, Brooklyn.
Herbert Parsons, New York.

Division B—Sanatoria for Consumptives.

Chairman, Dr. JOHN H. PRYOR, Buffalo.

Dr. Annie S. Daniel, New York.
Hon. Harvey W. Putnam. Buffalo.
Henry Solomon, New York.
Dr. Arthur G. Root, Albany.
Dr. John B. Cosby, New York.
Dr. Carroll Dunham, Irvington.
Dr. Alfred Meyer, New York.
Miss Lucy C. Watson, Utica.
Dr. S. A. Knopf, New York.
Lee K. Frankel, New York.
Rev. William J. White, Brooklyn.
Ignatius Rice, New York.

COMMITTEE ON THE MENTALLY DEFECTIVE.

Chairman, Dr. PETER M. WISE, New York.

Dr. H. E. Allison, Fishkill-on-the-Hudson.
Homer Folks, New York.
Dr. William Mabon, Ogdensburg.
Dr. James C. Carson, Syracuse.
Daniel B. Murphy, Rochester.
Dr. Daniel Arthur, Gowanda.
Dr. A. E. MacDonald, New York.
John Rankin, Binghamton.
Dr. John M. Woodbury, New York.
Charles W. Winspear, Newark.
S. H. Hammond, Geneva.
Dr. John F. FitzGerald, Rome.
Dr. William P. Spratling, Sonyea.
Mrs. M. C. Dunphy, New York.
Dr. A. M. Hurd, Buffalo.

COMMITTEE ON THE CARE OF DEFECTIVE, DEPENDENT, DELINQUENT AND NEGLECTED CHILDREN.

Chairman, Dr. F. PARK LEWIS, Buffalo.

Rev. Thomas A. Hendrick, Rochester.
S. J. Betts, Syracuse.
Col. William G. Rice, Albany.
Mrs. Richard M. Hoe, New York.
Mrs. F. D. Hitch, Newburgh.
Byron M. Child, Albany.
Margaret W. Burr, Cazenovia.
William P. Constable, Yonkers.
Miss Marian I. Moore, Buffalo.
Joseph A. Crane, Rochester.
Rev. Jacob Goldstein, New York.
Thomas H. Kelly, New York.
George I. Lincoln, Iroquois.
Francis H. White, Brooklyn.

COMMITTEE ON THE INSTITUTIONAL CARE OF DESTITUTE ADULTS.

Chairman, CLARENCE V. LODGE, Rochester.

Hon. William Church Osborn, Garrisons.
Hon. John W. Keller, New York.
Robert W. Hill, Canandaigua.
Prof. James H. Hamilton, Syracuse.
Gilbert L. Mosher, Machias.
Mary Vida Clark, New York.
Henry D. Kerr, Huntington.
Prof. Morris Loeb, New York.
Michael J. Scanlon, New York.
Mrs. Ellen H. Putnam, Oxford.
James E. Dougherty, New York.
Levi A. Page, Seneca Castle.

COMMITTEE ON THE TREATMENT OF THE CRIMINAL.

Chairman, Hon. GEORGE McLAUGHLIN, Albany.

Hon. S. J. Barrows, New York.
Miss Katherine Bement Davis, Bedford.
Hon. Cornelius V. Collins, Troy.
Hon. Francis J. Lantry, New York.
Charles J. Madden, Rochester.
Dr. Hortense V. Bruce, Hudson.
Charles H. Beckett, New York.
Rev. Sheldon M. Griswold, Hudson.
Mrs. Anna M. Welshe, Auburn.
John Seely Ward, New York.
Mrs. James M. Belden, Syracuse.
Charles E. Duross, New York.

COMMITTEE ON POLITICS IN PENAL AND CHARITABLE INSTITUTIONS.

Chairman, Mrs. CHARLES R. LOWELL, New York.

Hon. Thomas Sturgis, New York.
Hon. Charles McLouth, Palmyra.
Hon. Eugene A. Philbin, New York.
Robert W. Hebberd, Albany.
Prof. George F. Canfield, New York.
Frederic Almy, Buffalo.
George B. Robinson, New York.
Major John D. Keiley, Brooklyn.

COMMITTEE ON THE CARE AND RELIEF OF NEEDY FAMILIES IN THEIR OWN HOMES.

Chairman, FRANK TUCKER, New York.

Rev. Samuel H. Bishop, Brooklyn.
Dr. Howard Van Rensselaer, Albany.
Samuel Macauley Jackson, New York.
Mrs. Cornelia G. Crittenden, Utica.
Edward T. Devine, New York.
Mrs. S. S. Mitchell, Buffalo.
George I. Gillespie, New York.
Rev. Max Landsburg, Rochester.
J. G. Phelps Stokes, New York.
Miss Maria H. Love, Buffalo.
Nathan Bijur, New York.
Rev. Cameron J. Davis, Buffalo.
John J. Barry, New York.

Although the conference was initiated by the State Board of Charities, it was not with the desire or intention that the conference should hereafter have any direct official relation to the Board. As an independent organization under the direction of representatives of the various charitable and reformatory agencies of the State, both public and private, it will accomplish useful results. The State Board of Charities and the kindred departments of Lunacy and Prisons, will, however, it is hoped, always be in sympathy with the conference and represented at future sessions.

THE THIRTIETH ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR OF THE STATE OF NEW YORK.

This convention was held in Rome on the 12th, 13th, and 14th of June, 1900, Superintendent David W. Hitchcock, of Poughkeepsie, presiding. One hundred and twenty-five delegates were present, including forty-two county superintendents of the poor, a number of members of county boards of supervisors, commissioners of charities for cities, keepers, and matrons, of almshouses, and representatives of societies and institutions. This Board was represented by its vice-president, commissioner Enoch Vine Stoddard; Byron M. Child, superintendent of State and alien poor, and the two inspectors of almshouses.

Addresses were delivered on "The Practical Workings of Charity," with special reference to New York city, by Hon. John W. Keller, commissioner of charities, boroughs of Manhattan and the Bronx; on "Substitutes for Charity," by Frederic Almy, secretary of the Buffalo Charity Organization Society; on "Craig Colony and its Work," by Dr. W. P. Spratling, superintendent of the colony; on "Institutional Care of Defectives," by Miss Mary Vida Clark, assistant secretary of the State Charities Aid Association; and another on "The Placing Out of Children," by Miss E. W. Guy, of New York city.

Commissioner Stoddard read a paper on "Sanatoria for Consumptives;" Byron M. Child, superintendent of State and alien poor, one on "The System of Inspection of Almshouses Instituted by the State Board of Charities, its Influence thus far, and the Probabilities for the Future." Other papers read at the convention were: "The Logical Effect of the Vagrant Laws of the State," Supt. J. B. Frazer of Livingston county; "The Influence

of Outside Relief on Pauperism," Supt. A. W. Weber of Otsego county; "Qualifications of Superintendents of the Poor," Supt. L. A. Page of Ontario county; "The Influence of Contact with Wretchedness on the Sympathies of Charity Officials," Supt. M. T. Stocking of St. Lawrence county; "The Rights of Dependent Children," Supt. George Blair of New York city; "The Curfew Law," Supt. E. A. Barber of Yates county; "The Care and Disposal of Dependent Children," N. W. Edson, superintendent of the Susquehanna Valley Home; "Poor Houses Fifty Years Ago," Warden R. S. Wisner of Ontario county; "Tuberculosis Dependents," Supt. C. V. Lodge of Monroe county. Besides these addresses and papers, there were a number of others, and the informal discussions on vital topics aroused a general interest.

The following resolutions were adopted:

Resolved, That the Legislature of the State of New York is hereby respectfully urged to make provision for the custody of the idiots of the State who are now destitute of proper custodial care, and who are now kept in almshouses, in homes, and in private institutions, to the great danger of the public.

Resolved further, That this convention, through its legislative committee, will heartily coöperate with the State Board of Charities in all efforts to secure the removal of these idiots from the almshouses of the State.

The committee on legislation was directed to submit to the Legislature any measure which it would deem for the true interests of the poor of the State. This had a special reference to the laws for the suppression of vagrancy, and those which relate to the institutional care of the defective classes.

Buffalo was selected as the place for the next convention, and the following officers and committees for the ensuing year were elected:

ORGANIZATION FOR 1900-1901.

PRESIDENT.

D. C. GRUNDER.....Angelica, Allegany County, N. Y.

FIRST VICE-PRESIDENT.

A. W. WEBER.....Cooperstown, Otsego County, N. Y.

SECOND VICE-PRESIDENT.

PATRICK REDMOND.....Watertown, Jefferson County, N. Y.

SECRETARY AND TREASURER.

M. G. FRISBIE.....Homer, Cortland County, N. Y.

COMMITTEE ON ORGANIZATION.

E. A. Barber.....Penn Yan, Yates County, N. Y.
A. W. Weber.....Cooperstown, Otsego County, N. Y.
G. H. Craft.....Oakfield, Genesee County, N. Y.
C. W. Spaulding.....Saratoga Springs, Saratoga County, N. Y.
P. Redmond.....Watertown, Jefferson County, N. Y.

COMMITTEE ON RESOLUTIONS.

C. B. Wood.....Middletown, Orange County, N. Y.
Homer Folks.....New York City.
L. L. Long.....Buffalo, Erie County, N. Y.
Wm. P. Constable.....Yonkers, Westchester County, N. Y.
James O. Fanning.....Albany, Albany County, N. Y.

COMMITTEE ON LEGISLATION.

J. R. Washburn.....Watertown, Jefferson County, N. Y.
L. A. Page.....Seneca Castle, Ontario County, N. Y.
G. L. Mosher.....Machias, Cattaraugus County, N. Y.
George Blair.....New York City.
C. Crossman.....Alexander, Genesee County, N. Y.

COMMITTEE ON PLACE.

C. V. Dean.....Owego, Tioga County, N. Y.
Wm. H. VanDuzer.....Elmira, Chemung County, N. Y.
C. V. Lodge.....Rochester, Monroe County, N. Y.
D. C. Grunder.....Angelica, Allegany County, N. Y.
W. W. Collins.....Newburgh, Orange County, N. Y.

COMMITTEE ON TOPICS.

Dr. H. C. Taylor.....Brocton, Chautauqua County, N. Y.
Clarence V. Lodge.....Rochester, Monroe County, N. Y.
J. J. Kirkpatrick.....Patchogue, Suffolk County, N. Y.
Mrs. H. Jennie Saxe.....Watertown, Jefferson County, N. Y.
Miss Marion I. Moore.....Buffalo, Erie County, N. Y.

TWENTY-SEVENTH NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.

The Twenty-seventh National Conference of Charities and Correction, with Hon. Charles E. Faulkner of Minneapolis, presiding, was held at Topeka, Kan., May 18th to 24th, and was a well-attended and successful gathering—over 300 delegates and visitors being registered—productive of good results, especially in Kansas and its vicinity.

The delegates were welcomed to Kansas by Hon. W. E. Stanley, the Governor of the State, and a local committee of citizens, with Hon. J. A. Troutman, formerly Lieutenant-Governor of the State, as chairman, and were made to feel at home during their visit.

This Board was represented by the secretary, who was also appointed by Governor Roosevelt as one of the delegates to represent the State of New York. The other State delegates were Hon. William R. Stewart, president of the Board, Homer Folks, secretary of the State Charities Aid Association, Edward T. Devine, general secretary of the Charity Organization Society of the city of New York, and Frederic Almy, secretary of the Charity Organization Society of Buffalo. President Stewart was unable to go to the conference, but all the other State delegates were in attendance throughout its session.

Among the subjects considered by the conference were: "County and Municipal Charities;" "Care of Feeble-minded and Epileptics;" "Prisons and Reformatories for Adults;" "Care of Destitute and Neglected Children;" "Reformatories and Industrial Schools;" "Organization of Charity;" "Politics in Charitable and Correctional Affairs;" "Public Policy in the Care of the Insane;" "Jails, Work-houses and Lock-ups;" and "State Boards and Commissions."

During the progress of the conference, visits were paid to the State Insane Asylum, and the State Reform School at Topeka; the Haskell Institute, the U. S. School for Indians at Lawrence; and to the State Prison and the United States Soldiers' Home at Leavenworth.

The next conference is to meet in Washington, D. C., in May, 1901, with Mr. John M. Glenn of Baltimore, president.

THE STATE CHARITIES AID ASSOCIATION.

In compliance with chapter 546, of the Laws of 1896, the State Charities Aid Association—a voluntary association among whose objects are the visitation and improvement of charitable institutions maintained by the State, or by cities, counties, or towns, and placing destitute children in families,—has submitted to the Board its twenty-eighth annual report, covering its work for the year ending September 30, 1900. The year's work is summarized in the report as follows:

1. The Association has maintained through its local committees, and from the central office, a visitation of the almshouses and public hospitals in forty-three of the sixty-one counties of the State, including the frequent inspection of all the numerous institutions in the Department of Public Charities in New York city.

2. It has inspected five State charitable institutions, and secured local visitors for four of them.

3. It has appeared through its county committees before several county boards of supervisors, and before the board of estimate and apportionment in New York city, to state the needs of and to urge proper appropriations for public charitable institutions.

4. It has examined carefully all proposed legislation relating to charities, taking an active part by correspondence or by appearing before legislative committees, in furthering desirable measures, and in opposing several that were deemed to be detrimental to the public interest and to the welfare of the poor.

5. It has found permanent free homes in carefully selected families for sixty-one destitute children, nearly all of whom were received from public officials or institutions, and has exercised a careful supervision over these children, as well as over those placed out during the preceding year and a half, a total of 120 being under oversight during the year.

6. It has maintained an oversight over about 105 dependent children boarded in families by public officials in Queens, Nassau, Rockland and Putnam counties.

7. In many other ways it has labored for a wiser and more humane management of public charities through the development of an informed public sentiment, and through coöperation with public officials.

These results have been secured through the interest and coöperation of about one thousand volunteer workers residing in all parts of the State, with such paid service at the central office as has been necessary to give unity and continuity to the work.

In addition to the above, and supported by separate funds, are the following branches:

1. Committee on providing situations in the country for destitute mothers with infants, which secured 422 situations for homeless women with their babies during the year.

2. Newburgh agency for dependent children, maintained by our committee in the city of Newburgh, which visited and maintained an effective oversight over eighty-two destitute children from that city placed in families, placed fourteen children in carefully selected free permanent homes, and investigated applications for the admission of forty-seven children to the Children's Home.

3. Joint committee (A. I. C. P. and S. C. A. A.) on the care of motherless infants, which, in coöperation with the Department of Public Charities, had under its care sixty-one motherless babies, received from the Infants' Hospital on Randalls Island. Of these sixty-one babies, 23 were placed in permanent free homes for adoption during the year. The mortality rate among the foundlings has been reduced from an appallingly high rate to 19 7-10 per cent. among the children under the care of this committee during the past year.

In all, 840 children placed in families, or with their mothers in situations, were under the oversight of the various branches and committees of the Associaton on October 1, 1900. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least $400,000, and the annual expenditure for maintenance not less than $80,000. Under the present plan, there has been no expense for land or buildings, and only a few thousand dollars per year for placing-out and subsequent supervision. The superior advantages of family life for these younger children are not less marked, and are far more important to the community than the incidental economy of the plan.

The following paragraphs are quoted from the text of the report:

COUNTY COMMITTEES.

Forty-one of the Association's forty-four county committees have sent to the central office reports of their work during the past year. Over three hundred visits have been made by members of these committees to almshouses and public hospitals. This number does not include the very large number of visits made by the members of the New York, Kings and Richmond county committees to public charitable institutions in New York city.

In the important matter of the care and accommodation of the sick, some improvement is apparent. Of the ten almshouses in the State with over 150 inmates, there is now only one, the Oneida county almshouse, which has neither a hospital nor a nurse. Many of the smaller institutions, such as those of Suffolk, Chemung, Steuben and Lewis counties, are

making progress in the right direction, and others are contemplating changes which will better the condition of the sick. The care of the sick is still, however, the feature of almshouse construction and administration in which improvement is most urgently needed.

The great lack of most of the institutions is that of sufficient employes; there is no uniformity of practice in this important matter. While the ratio of employes of all classes to inmates in one almshouse will be one to ten or twelve, in another it will be one to forty or fifty. In most almshouses the number of employes is not at all adequate to do the work of the institution properly, or to give the inmates the care they need.

With reference to the Association's work for children the report says:

COMMITTEE ON CHILDREN.

Under the New York system, dependent children are, as a rule, sent to institutions under private control, and not subject to visitation by this Association. For this reason our coöperation with public officials in the care of children necessarily takes the form of aiding in finding family homes for children whose circumstances are such that it is practicable to place them in families. Several committees for carrying on various forms of placing-out work have been established from time to time, as special need has arisen and funds have been secured.

Placing Children in Families.

In our last report a detailed account was given of the work begun in June, 1898, to unify and extend the efforts carried on for several years by several county committees in finding homes for destitute children who were public charges. The employment of two additional agents at the central office has made it possible to keep closely in touch with our county committees in this work, and to utilize the invaluable assistance which they can give, in establishing coöperation with local authorities, in investigating the circumstances of families applying for children, and in maintaining oversight over children placed in homes. In the nature of the case, this work has to be carried on through a central office, to which are reported the children from various portions of the State who are in need of homes, to which are also reported the families from all parts of the State willing to receive children, and where can be carried on the selection of the children suitable as to age, sex, disposition, etc., for the available homes.

Our methods of investigating the character and circumstances of families applying for children, and of subsequent oversight through personal visits, correspondence with school teachers, foster parents, and others, were fully described in our last report, with a detailed statement of several cases, and need not be repeated at length here. The work has been carried on with increasing interest and helpfulness on the part of all branches of the Association, with gratifying appreciation and coöpera-

tion from public officials and institutions, and with most encouraging results.

The work of the past year may be briefly summarized as follows:

Number of children in families under our oversight October 1, 1899.		59
Placed in homes during the year		61
		120
Passed from care during the year:		
Returned to relatives who were found to be of good character, and able to care for their children	4	
Returned to institutions	2	
Legally adopted	3	
Died	1	
		10
Remaining in families under our oversight, October 1, 1900		110
		120

As the work has now been carried on for a period of more than two years, a fuller report for the entire period may be of interest. From June 1, 1898, to September 30, 1900, a period of two years and four months, we received about 700 letters of inquiry from families who were considering the adoption of children. Of this number 435 supplied the information required by our formal application blank.

The results of our investigation of these 435 applications may be summarized as follows:

Investigated and approved	161
Investigated and disapproved	200
Withdrawn because the families decided not to take children or secured them elsewhere	43
Transferred to other societies	13
Still pending	18
	435

Applications have been received from fifty-eight of the sixty-one counties in the State of New York, from five other States, and from one foreign country. The localities from which the applications were received are as follows:

Suffolk county	27
Dutchess county	25
Kings county	23
Ulster county	19
New York county	18
Orange county	18
Sullivan county	16
Rockland county	14

Nassau county	13
Delaware county	12
Chautauqua county	10
Queens county	10
Allegany county	9
Oneida county	9
Westchester county	8
Saratoga county	8
Rensselaer county	8
Columbia county	8
Broome county	8
Greene county	8
Washington county	7
Essex county	7
Richmond county	6
Steuben county	6
Chenango county	6
Montgomery county	6
Ontario county	6
Chemung county	5
Hamilton county	5
Albany county	4
Fulton county	4
Lewis county	4
Tioga county	4
Wyoming county	4
Warren county	4
Cayuga county	3
Herkimer county	3
Jefferson county	3
Madison county	3
Niagara county	3
Onondaga county	3
Schenectady county	3
Yates county	3
From other counties in New York State	28
Total from New York State	401
From other States:	
New Jersey	18
Pennsylvania	7
Connecticut	5
Vermont	2
Washington, D. C.	1
From foreign countries	1
	435

Of the 435 applications, 294 were for girls, 131 for boys, 4 for either a boy or a girl, and 6 for both a boy and a girl. Of the whole number, 95 were for babies, 206 for children between 3 and 10 years of age, and 134 for children over 10 years of age.

The first child was taken to a home August 19, 1898, and from that time until September 30, 1900, 127 children were placed in families. The children were received from the following sources:

Home for Destitute Children, Brooklyn	19
Beecher Home, Brooklyn	2
German Catholic Home, Brooklyn	4
St. Mary's Female Hospital, Brooklyn	1
Brooklyn Children's Aid Society	3
Brooklyn Training School and Home for Young Girls	5
Kings County Nursery	2
Infants' Hospital, directly and through joint committee	38
German Odd Fellows' Orphan Home, Unionport, New York city	1
Hebrew Orphan Asylum	1
House of Refuge, Randall's Island	1
Westchester Temporary Home, White Plains	3
Staten Island Society for the Prevention of Cruelty to Children	5
Children's Home, Mineola	11
Suffolk County Children's Home, Yaphank	1
Orange County Children's Home, Middletown	6
Boarding home in Queens county	2
Private individuals known to officers of the Association	9
United Helpers Home, Ogdensburg	2
Peterboro Home for Children, Peterboro, Madison county	1
Missionary Sisters Third Order of St. Francis, Peekskill	3
Temporary Home for Children, Newburgh	2
House of Good Shepherd, Utica	2
From Superintendent of the Poor, Jefferson county	1
Board of Supervisors of Putnam county	2
	127

Owing to the necessity of transferring some children from one home to another, these 127 children have been placed in 136 different homes. These homes are widely scattered in 44 counties in this State, while seven children have been placed in adjoining states, as follows:

Kings county	18
Dutchess county	12
Suffolk county	11
Westchester county	10
Queens county	8
Saratoga county	6
Sullivan county	5

New York county	4
Orange county	4
Oneida county	4
Rockland county	4
Ulster county	3
Schenectady county	3
Chautauqua county	3
Montgomery county	3
Nassau county	3
Hamilton county	3
Albany county	2
Herkimer county	2
Chenango county	2
Columbia county	2
Delaware county	2
Essex county	2
Greene county	2
Broome county	2
Steuben county	2
Richmond county	2
Yates county	2
In eleven other counties in New York	11
Essex county, N. J.	2
Hudson county, N. J.	1
Susquehanna county, Pa.	2
Hartford county, Conn.	1
Orleans county, Vt.	1
	136

Of the 127 children who have been placed by us, 37 are boys and 90 are girls; 47 were babies between three months and two years of age, 48 were between three and ten years of age, and 32 were over ten years of age. Fifteen Roman Catholic children have been placed in Roman Catholic homes, and one Hebrew child in a family of that faith; the remaining 111 children were Protestant and were placed in Protestant families. Thirteen of the children have, for various reasons, been returned to institutions or parents who became able to provide for them, 3 have been legally adopted, and 1 has died, leaving, as stated above, 120 children under our oversight on October 1, 1900.

The figures given elsewhere in this report in regard to the number of children in institutions in this State, the period of their detention, and especially the number of orphans, show the imperative necessity for an extension of this work.

In February of last year, an experienced agent was added to the office force of the Association for work of this character. The entire time of three experienced agents is now given to such work. As the number of

children under our care increases and with it the amount of time that must necessarily be given to the visitation of children who have already been placed out, the number of children placed out per year must necessarily decrease, unless funds become available for the employment of additional assistants.

Boarding-out in Queens and Nassau Counties.

In addition to the work just described, a careful supervision is maintained from the central office over children boarded in families in the borough of Queens and in Nassau and Putnam counties. The number of such children under oversight on October 1, 1900, was 73. In many instances our oversight has resulted in securing for the children more faithful attendance at school, better clothing, and in general, more care and attention. The fact of such oversight leads inevitably to a more careful selection of homes on the part of local officials. Our acquaintance with the children, gained in this manner, enables us to find permanent homes for quite a number of them through our placing-out department. A few children found in improper homes were, on our recommendation, removed and placed under the care of suitable families.

THE SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS AND BABIES.

Since June, 1898, this committee has maintained under its oversight an agency for providing situations at service in the country for destitute mothers with their babies. The purpose in so doing is to prevent the separation of young children from their mothers and thus to give the children the best chance for life and health, and to strengthen, if need be, the character of the mother by encouraging and assisting her to discharge her responsibility toward her child. The number of situations provided each year since the establishment of the agency is as follows:

During 10 months ending September 30, 1894	185
During year ending September 30, 1895	277
During year ending September 30, 1896	297
During year ending September 30, 1897	311
During year ending September 30, 1898	341
During year ending September 30, 1899	354
During year ending September 30, 1900	422
	2,187

The number of mothers who had not previously sought our assistance who were provided with situations with their children during the past year was 217, as contrasted with 176 during the preceding year. The societies and officials who know of the work of this committee and have testified to their appreciation of its value by sending mothers with their babies to this office, are as follows:

Department of Charities:

Superintendent of Outdoor Poor, and deputy	80
Infants' Hospital, Randall's Island	4
Metropolitan Hospital	2
Bellevue Hospital (emergency)	1
Charity Organization Society	19
New York Infant Asylum	18
Nursery and Child's Hospital	17
Joint Application A. I. C. P. & C. O. S.	17
Brooklyn Bureau of Charities	7
St. Barnabas' House	7
Wetmore Annex	6
Brooklyn House for Friendless	6
Brooklyn Children's Aid Society	5
New York Colored Mission	4
Association for Improving the Condition of the Poor	4
New York Foundling Hospital	4
Salvation Army Rescue Home	3
Florence Crittenton Mission	3
Kings County Visiting Committee	3
Margaret Strachan Home	2
Bethesda Home (Brooklyn)	2
St. John Baptist Sisters	2
Mothers and Babies' Hospital	2
New York City Missions	2
Rescue Work for Colored Girls	2
Other societies	16
Previous employers—women who have had situations, and others	29
	217

Of these 217 women, 66 were young, unmarried mothers, especially in need of sympathetic counsel and kindly protection; 37 were widows, and 114 were deserted wives, or women whose husbands, for one cause or another, could not support them. The ages of the children were as follows:

Under one year	95
Between two and three years	70
Over three years	52
	217

Besides the 217 women with their babies placed in situations during the year there were under our care 301 mothers with their babies who remained in situations on October 1, 1900, and 15 who had left their situations who were placed during the past year, making a total of 533

mothers, and an equal number of children under the care of the agency during the year.

Of the 533 children only 3 died—a mortality rate of 6-10 of one per cent. We know of no other method of caring for large numbers of young children which results in such a low mortality rate. During the seven years of its work the mortality among the children under the care of the agency has ranged from 6-10 of one per cent. to 3 5-10 per cent. There were no deaths among the mothers under our care during the year. The total expenses of the agency during the year were $2,159.01, an average of $4.06 for each of the 533 mothers and babies under our care.

When the extreme and continued heat of the past summer is remembered, with the resulting high infant mortality in the city, the fortunate results of sending these mothers with their babies to the country are still more striking.

THE NEWBURGH AGENCY FOR DEPENDENT CHILDREN.

The agency for dependent children established in October, 1894, by the committee of this association for the city and town of Newburgh, has continued during the past year its supervision of destitute children placed out in families by the public and private charities of that city, and the finding of additional free homes in families for children who become dependent.

On October 1, 1899, the agency had under its oversight 67 children, of whom 58 were in families and 9 in special institutions. Of these children, 45 had been received from the Children's Home, maintained by the city, 10 from the Home for the Friendless, and 12 from individuals. All these children have been visited during the year at least once, and many of them much more frequently when this has seemed necessary. Monthly reports have been received from the teachers of the public schools, with full information as to the number of days school was in session, the number of days of attendance by the children, their standing in their various studies, the condition of their clothing, health, etc. The agency believes that the important facts pertaining to the treatment and welfare of these children are, almost without exception, known to it, and that they are receiving such training and experience as is most likely to fit them for self-support and good citizenship.

During the year 14 children—5 received from the Children's Home, 2 from the Home for the Friendless, and 7 from individuals—were placed in family homes that had been fully investigated and carefully selected. During the year 47 applications for admission of children to the Children's Home were investigated and the facts reported fully to the Commissioners.

During the year 27 visits were made to parents or relatives of children in the Home, and 37 visits to parents or relatives of children who had been placed in families. Every effort is made to maintain an interest on the part of the parents of good character in their children who have

been placed in the Children's Home, and to induce them to make such payment as they are properly able to make toward their support. The committee has been equally in favor of severing the relation between parent and child when the parent is of such a character as to leave no doubt of his inability to afford proper moral surroundings and training for a child, and such that the child's best interests emphatically require that he be separated from the parent at least during the formative years of childhood.

During the year 15 children were added to the number of those under the supervision of the agency, and 13 taken from the list. Of the latter, 6 were 18 years of age and no longer needed the oversight of the agency, and 7 were returned to their parents or relatives.

The expense of maintaining the agency during the year was $895.80, of which the almshouse commissioners contributed $400. The balance was met by the voluntary contributions of members and friends of the committee.

The Joint Committee (A. I. C. P. and S. C. A. A.) on the care of motherless infants in its second annual report makes the following statement:

The first annual report of the Joint Committee, issued in April, 1899, noted the terrible death rate among the foundlings received in the Infants' Hospital on Randall's Island during the three years ending September 30, 1897; outlined the organization of this committee and its plan of work—that of removing babies to carefully selected boarding homes in country families, until they were old enough and strong enough to be placed in free permanent homes for adoption—and stated that notwithstanding the intense heat of the summer of 1898, the death rate among the babies under the care of the committee had been 55 9-10 per cent., as contrasted with 98 per cent., 99 per cent., and 100 per cent. among the foundlings received in the Infants' Hospital in 1895, 1896 and 1897.

Our second annual report is one of continued and gratifying success in every direction; the mortality rate among the babies boarded out under our care has been still further reduced to 31 1-10 per cent.; the babies have been placed in larger numbers and more quickly in permanent homes for adoption; and the expenses of the committee have been somewhat less than during the preceding year.

Number of children boarding in families under the care of the Joint Committee April 1, 1899	25
Number of children received from the Infants' Hospital during the year	36
	61

Number of children placed in permanent free homes for adoption during the year	18
Returned to parents	1
Died	19
Boarding in families under care of committee, April 1, 1900	23
	61

The reduction in the death rate is the more remarkable in view of the fact that the children received by the committee have been, in most cases, those who were losing weight and strength in the Infants' Hospital, and who failed to thrive under any of the various methods for the feeding and care of children employed in that institution. The average age of children when removed from the Infants' Hospital has been about one month, and during this short period they have passed from their mother's care to abandonment at door steps or hallway, from there to Bellevue Hospital, from there to the Infants' Hospital on Randall's Island, and from there to a country boarding home. Each child is, immediately upon its arrival in the country, examined by a competent physician employed by this committee. Of the 36 children received during the year, only 15 were considered by our physicians to be in a fairly good condition, while 21 were regarded as practically hopeless. Nevertheless many of these are now in excellent health.

The short time, after their removal to the country, which it has taken to get these children into a suitable condition for adoption by families in comfortable circumstances, the ease with which such homes have been secured, and the high character and standing of the families, have been particularly gratifying. The average age of the children placed for adoption during the year was ten months. No child has, as yet, reached the age of two years before it has been permanently provided for in this manner. The children are thus assured of the best possible prospects for their future lives, they are removed once and for all from the ranks of dependents, and the community is relieved from further burden of their support.

The coöperation of the Catholic Home Bureau in finding homes for two Catholic babies is gratefully acknowledged.

The continued coöperation of the Commissioner of Charities, Hon. John W. Keller, is greatly appreciated by the committee. Every effort has also been made by him since he first became commissioner to improve the condition of the babies who remain in the Infants' Hospital, and that institution has shown gratifying improvement over its condition in former years, although it has not been possible to reduce the death rate among the foundlings remaining in the institution to anything like the rate among those placed in country families. The experience of this committee proves conclusively that which indeed has already been proved by the experience of other cities and countries—that the only way in which

the lives of the majority of motherless babies can be saved is by placing them in families—that no matter how scientific the feeding, how perfect the sanitation, how skillful the nursing, it is very difficult to save the lives of motherless babies when large numbers are kept together. Happily the method which is most likely to save life is also the method by which they are most quickly and certainly provided with permanent homes by adoption.

The fact that the great improvement in the work of the committee has been accompanied by a decrease in expenditure is gratifying.

The care of sick babies is always expensive, but the *per capita* cost of well-managed babies' hospitals is considerably in excess of that incurred in the care of the babies boarded in families by this committee. The greatest economical value of our work, however, lies in the fact that all these children are, before they reach the age of two years, placed in permanent homes for adoption, and are thus removed, once for all, from the ranks of dependents.

From the date of this report, April 1, 1900, to October 1, 1900, 14 other babies have been placed in permanent homes for adoption—a total of 32 in 18 months. Including three babies placed last year, and six removed directly to permanent homes, a total of 41 babies have been placed in homes for adoption since this committee began its work. Notwithstanding the intense heat of last summer there were only six deaths among the children under our care from April 1, 1900, to October 1, 1900, as compared with 13 during the corresponding period of 1899, and 28 during the corresponding period of 1898. The death rate among the motherless babies under our care during the year ending October 1, 1900, was 19 7-10 per cent.

SUMMARY OF THE STATE CHARITIES AID ASSOCIATION'S WORK FOR DESTITUTE CHILDREN.

It appears from the foregoing reports that on October 1, 1900, the State Charities Aid Association, through its central office and its various committees, had under its care 856 children, distributed as follows:

Boarding in families under the care of:

Richmond county committee	11
Rockland county committee	50
Joint Committee, A. I. C. P. and S. C. A. A.	25

Central Office:		
In borough of Queens	23	
Nassau county	24	
Putnam county	6	
		159
In free permanent homes under care of:		
Richmond county committee	34	
Allegany county committee	69	
Newburgh Agency for Dependent Children	69	
Central office in coöperation with county committees	110	
		282
With mothers in situations in the country under oversight of mothers and babies' committee		415
		856

The following reports and papers have been accepted by the Board for transmission to the Legislature:

APPENDED PAPERS.

State Inspection of Private Charitable Institutions, Societies or Associations, by the President of the Board.

Report of the Committee on Reformatories.

Report of the Committee on Idiots and Feeble-Minded.

Report of the Committee on Soldiers and Sailors' Homes.

Report of Investigation of the Affairs and Management of the New York State Soldiers and Sailors' Home at Bath, by the Committee on Soldiers and Sailors' Homes.

Report of the Committee on Craig Colony.

Report of the Committee on the Deaf.

Report on the Thomas Asylum for Orphan and Destitute Indian Children, by Commissioner Putnam.

Report of the Committee on the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.

Report of the Board of Trustees of the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.

Report of the Committee on State and Alien Poor.

Report of the Committee on Inspection.

Report of the Committee on Almshouses.

Report of Visitation of Public Hospitals and Almshouses in the First Judicial District.

Report of Visitation of Almshouses in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses in the Fifth Judicial District.

Report of Visitation of Almshouses in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Report of Salary Classification Commission.

New York City Conference of Charities.

Report of Secretary of State, in 1824 on the Relief and Settlement of the Poor.

WILLIAM R. STEWART,

President.

Attest:

ROBERT W. HEBBERD,

Secretary.

Dated Albany, January 9, 1901.

APPENDED PAPERS.

STATE INSPECTION

OF

Private Charitable Institutions, Societies or Associations.

By WILLIAM R. STEWART,
President of the State Board of Charities.

REPORT.

The denial by the Court of Appeals on the 17th day of April, 1900, of the motion for reargument in the case of "The People of the State of New York ex rel. The State Board of Charities, respondent, against The New York Society for the Prevention of Cruelty to Children, appellant," commonly referred to as the Gerry case, marks the present judicial decision of one of the most important cases which have been considered by our highest State court in recent years.

THE QUESTION AT ISSUE.

The question carried to the court was, in brief, "Is the New York Society for the Prevention of Cruelty to Children a charitable institution?" Destitute, unfortunate and delinquent children are maintained by this society in a building in New York city. The State Board of Charities sought to visit and inspect the institution. The society denied the right of the Board to do this. A writ of mandamus for an inspection was applied for to Mr. Justice Giegerich in Special Term and granted in a modified form. Cross appeals were thereupon taken by the Board and the society to the Appellate Division, First Department, which unanimously granted the writ of mandamus in far-reaching terms, upholding fully the Board's right to visit and inspect. Mr. Justice Barrett delivered the opinion, which was concurred in by Justices Van Brunt, Patterson, Rumsey and O'Brien. The society then appealed to the Court of Appeals, which, by the vote of four to three, denied the request for a mandamus to visit and inspect the institution and its inmates, holding that the New York Society for the Prevention of Cruelty to Children is not a charitable institution within the meaning of the Constitution and statutes.

The prevailing opinion of the Court of Appeals was written by Judge O'Brien, who said: "The powers of the Board over charitable institutions originated in the abuses supposed to exist in the appropriation and expenditure of public money for charitable purposes. Therein is to be found the reason of the law, and it is safe to assume that a corporation that does not fall within the reason of the enactment is not a charitable institution, even though engaged in a good and laudable work without gain or reward." And further: "The charity with which the State is concerned is something quite different. That consists in the distribution of relief or public aid, the fruit of taxation levied alike upon the willing and the unwilling. The right of visitation and regulation applies only to those institutions, public or private, through which the State fulfills this function. They alone are within the reason of the law, and consequently within its scope and operation * * * ."

"The defendant" (The New York Society for the Prevention of Cruelty to Children) "receives under the charter of New York the sum of $30,000 annually from the city treasury to promote the objects of its organization. But in receiving and disbursing that sum of money it neither receives nor administers any charity, but is simply allowed something by the city for doing work that otherwise would devolve, as we shall see hereafter, on the police department, and which the society can do better and with much less expense than the police."

It may be noted in passing that the annual payment to the society referred to is made pursuant to the provisions of subdivision 2 of section 230 of the Greater New York charter, which is in the following language: "To the New York Society for the Prevention of Cruelty to Children, the sum of $30,000 for the uses and purposes of said society." This appropriation is without any limitation whatever as to uses and the society is, therefore, in the receipt of a large sum of public money for its general purposes, which include the care and maintenance of dependent, unfortunate and destitute children.

The jurisdiction of the State Board of Charities over the so-

ciety named, so far as authority to visit and inspect it was concerned, was denied mainly on the ground that the Board had only such powers over charitable institutions in receipt of public money. The question as to whether or not charitable institutions not in receipt of public money were subject to the visits and inspection of the State Board of Charities was not understood by the Board or its counsel to have been before the Court of Appeals or the courts below. Counsel for the Board therefore moved for a reargument, at which an opportunity might be afforded for a thorough presentation and consideration of this important question. The motion, however, was denied, the court holding that the constitutional authority of the Board to visit and inspect all charitable institutions should be limited to such as receive public money raised by general taxation.

THE PURPOSE OF THIS ARTICLE.

It is not the purpose of this article to undertake a technical discussion of the legal questions involved in this decision. But rather, in contemplation of the decision, to review the history of the legislation of this State on the subject of the inspection of private charities since the establishment of the State Board in 1867. This will, to some extent, indicate the trend of public sentiment in the past on this subject, and may be useful in leading to public discussion of a subject of vital interest to many thousand citizens of this State, and to the ultimate adoption of an enlightened principle of action.

ORGANIZATION OF STATE BOARDS.

The earliest statutory provision for visits and inspections to the destitute, unfortunate or delinquent citizens of the State was made by chapter 951 of the Laws of 1867. This constituted a Board of State Commissioners of Public Charities of eight members, representing the eight judicial districts of the State, to be appointed by the Governor, subject to confirmation by the Senate. The members of the Board were authorized to visit all the charitable and correctional institutions of the State, except

prisons, and the city and county almshouses. This act was experimental. A careful consideration of its provisions warrants the conclusion that a desire to safeguard the expenditure of State money, and the wish to protect the unfortunate, were regarded as of equal importance by the Legislature.

New York has just cause for pride in her intelligent and timely action in dealing with the problems of practical philanthropy. At the time of the establishment of the New York State Board of Charities, only two other States in the Union had made places for similar boards among their departments. Massachusetts founded the first State Board of Charities by act of the Legislature, approved April 29, 1863, leading her sister States in this field of benevolent enterprise. Ohio established the second by statute, passed the 17th of April, 1867. The State of New York took the third place a few days later by statute passed May 23, 1867. In 1868 Kansas followed their example, and on the 9th and 24th of April, 1869, Illinois and Pennsylvania took fifth and sixth places on the growing list of States having similar boards, the number of these now being twenty-six.

For many years before the organization of the State Board of Charities there were in this State a large number of charitable institutions supported entirely by private contributions or endowments. There was no mandate to the State Board in the statute of 1867 to visit and inspect these. But it early became evident to the original members of the Board that this power should be vested in it. In the second annual report of the Board, transmitted to the Legislature of 1869 by Hon. John V. L. Pruyn, President, and Hon. Theodore W. Dwight, Vice-President, this statement was made: "Though acting not strictly within the duties imposed by our organization act, we desire to express the deliberate opinion that all charitable institutions, whether receiving State aid or not, should be placed under public supervision. They are all, in the language of the law, *public uses*, and in no sense partake of the seclusion which of right belongs in general to the management of private property. The absence of such supervision in England has led to the greatest abuses,

which was fully shown by a parliamentary commission upon a most thorough examination in the years 1819-1832.

"The abuses disclosed in the thirty-seven large folio volumes of their report led to the appointment of 'Commissioners of Charities,' who exercise an effective and judicious supervision over all private charities of a permanent nature.

"Though the reasons for inspecting the management of all private charities are not so great here as in England, yet they will, as time advances, become more and more imperative, and wisdom and experience suggest that early steps should be taken to prevent abuses."

STATE INSPECTION OF PRIVATE AS WELL AS PUBLIC CHARITIES.

That the suggestions of this report bore some fruit was manifest by a provision of chapter 571 of the Laws of 1873, entitled "An act further to define the powers and duties of the Board of State Commissioners of Public Charities, and to change the name of the Board to the State Board of Charities." Section 4 authorized the Board, or any of its Commissioners, to visit and inspect any charitable, eleemosynary, correctional or reformatory institution of this State, excepting prisons, whether receiving State aid or maintained by municipalities *or otherwise.* These two words can be liberally interpreted to mean all other charitable institutions.

Section 7 of this act authorized the Board to collect information concerning those *who receive aid from private charity*, and to present to the Legislature its views concerning the best method of caring for the pauper and destitute children distributed through the various institutions of this State, "and, also, to furnish in tabulated statements, as nearly as possible, the numbers, sex, age, and nativity of those in this State, and in the several counties thereof, *which are in any way receiving the aid of public or private organized charity,* * * *."

These quotations from the statute of 1873 clearly demonstrate that twenty-seven years ago the State by this act of the Legis-

lature plainly manifested its concern in the manner of the dispensation of private charitable relief, and especially as to the welfare of destitute and unfortunate children.

Acting under the authority conferred by this statute, Hon. William P. Letchworth, then Commissioner of the State Board for the eighth judicial district, and subsequently for many years its President, in 1875, on the request of the Board, visited and inspected the orphan asylums and kindred institutions for the care of children in the State. The inspections covered both institutions receiving public money and those entirely supported by private benevolence. The facts ascertained by these inspections were embodied in an exhaustive report covering 500 pages of printed matter presented to the Board, and were included in its ninth annual report to the Legislature transmitted January 14, 1876. Mr. Letchworth thus became a pioneer in the field of inspection of private charities, a field vastly enlarged since the date of his report. From time to time, as occasion has required, other Commissioners of the Board have followed in his footsteps. Among the institutions visited and reported upon was The New York Society for the Prevention of Cruelty to Children, then under the presidency of Mr. John D. Wright.

IMPORTANT PRECEDENTS.

The authority of the Board to visit, inspect and investigate the management of private charitable institutions was first contested in court in 1877, in the case of The New York Juvenile Guardian Society v. Theodore Roosevelt, Henry L. Hoguet and Josephine Shaw Lowell. This action was brought in the Court of Common Pleas for the city and county of New York. Mismanagement of this society had been alleged, and the abovenamed members of the Board were appointed a special committee to inquire into and report upon its affairs. They had inspected the institution, subpoenaed witnesses, administered oaths, concluded an inquiry and prepared a report.

The officers of the society objected to the inquiry, denied that the Board or the committee had visitorial powers over it or the

right of subpoena, and obtained a preliminary injunction restraining the publication of the report.

Mr. Chief Justice Charles P. Daly, on June 15, 1877, refused to make the injunction permanent, holding that the right of visitation of the three defendants, and their powers and duties in connection therewith, extended to "any charitable, eleemosynary, correctional or reformatory institution of this State (excepting prisons), whether receiving State aid, or maintained by municipalities, *or otherwise.* Laws of 1873, chap. 571, § 4. This embraces the plaintiff, The New York Juvenile Guardian Society, which is an institution declared by the complaint to have been organized as a corporate body under the general act of April 12, 1848, for the incorporation of benevolent, charitable and missionary societies." * * * "It is, therefore, clearly one of the class of institutions over which the authority of the defendants extends. Their authority under the act creating the State Board is, as I have said, of the most extensive nature."

The learned judge, in an opinion covering ten pages of print, sustained fully all the powers to visit, inspect and investigate which had been claimed by the defendants, the special committee of the State Board. From this decision no appeal was taken. The question as to whether or not the plaintiff society was in receipt of public money does not appear to have been raised in the pleadings, and is not mentioned in the statement of the case and in the decision of the justice. This society continued a precarious existence until 1894, on August 1st of which year, through proceedings instituted by the Board and for cause shown, its charter was revoked by the Supreme Court and its operations terminated. During neither of these legal proceedings was the society in receipt of any public money.

A committee of the Board, in 1890, investigated certain charges against the management of the Mikanari Home of Jamestown, an orphan asylum supported wholly by private contributions. The committee reported a shocking condition of affairs. "Confusion and disorder everywhere prevailed. The whole institution presented an aspect of neglect and squalor

seldom equalled in the most wretched haunts." Upon the recommendation of the Board, the Attorney-General instituted proceedings for the dissolution of the incorporation, which was effectually accomplished.

INCORPORATION OF PRIVATE CHARITIES.

One of the most responsible duties voluntarily undertaken by our citizens is the formation and administration of private charitable societies. No law compels such service. Public relief is not extended to all the destitute and suffering in the State. Under our charitable system the wants of many must be met by private benevolence. Every safeguard should surround the organization of private charitable societies to insure against their being founded for improper motives or by persons not of suitable character to be intrusted with the care of the unfortunate.

By chapter 319 of the Laws of 1848, entitled "An act for the incorporation of benevolent, charitable, scientific and missionary societies," the first safeguard was provided. Under the provisions of this act for the legal organization of any such society, it was necessary for five or more persons of full age to sign and authenticate a certificate in writing stating the name by which the society should be known, the particular business and objects of the society, the number of its trustees, directors or managers, and the names of such to manage the society for the first year of its existence. Copies of this certificate were to be filed in the office of the Secretary of State and the clerk of the county in which the business of the society was to be conducted. Previous to such filing the written consent and approbation of one of the justices of the Supreme Court of the district in which the place of business of such society should be located must be indorsed on the certificate.

From 1848 until 1883, with the occasional exception of an incorporation by special act of the Legislature, all private charitable societies came into being under the provisions of this act. The rapid increase in their number following its enactment, and

the difficulty experienced by the justices of the Supreme Court in ascertaining by inquiry the merits of each application for approval of a certificate, rendering such approval frequently pro forma, clearly pointed to the necessity of still further safeguarding such incorporations, especially such as were formed to care for orphan and destitute children.

The well-known case of the Reverend Edward Cowley, superintendent of the "Shepherd's Fold," an institution for children which he had established in New York city, brought sharply and clearly to the attention of the people of the State the necessity which existed for a more careful scrutiny of the character and motives of those who sought to establish institutions of a charitable character or design. This case excited a great deal of public interest and indignation, and Cowley was in February, 1880, convicted of willful neglect of one of his young charges, to such an extent as to endanger the life and impair the health of the child, and sentenced by Recorder Smyth to one year in the penitentiary and to pay a fine of $250.

INCORPORATION OF CHILDREN'S INSTITUTIONS SUBJECT TO APPROVAL OF STATE BOARD.

These reasons led to the amendment of the act of 1848 by chapter 446 of the Laws of 1883, which required as a condition precedent to incorporation of societies for the care of children the approval of the State Board in the following language: "No written consent or approbation shall be given by any justice of the Supreme Court for the organization and incorporation of any society under this act for the care or disposal of any orphan, pauper or destitute children, except upon the certificate in writing of the State Board of Charities approving of the organization and incorporation of such society, which certificate of such State Board of Charities shall be filed with the original certificate of such incorporation."

Recognizing the usefulness and importance of this power over the incorporation of children's societies or institutions, the Board proceeded to bind its action on such applications in a by-law,

which required the consideration of the following points: "(A) The necessity for the existence of such an institution as is proposed to be incorporated, at the time and place and under the circumstances set forth in the application and certificate. (B) The character and standing in the community of the proposed incorporators. (C) The financial resources of the proposed institution, and its sources of future revenue." A written report covering these three points must be filed by the committee making the inquiry.

The enactment of this statute, and the careful enforcement of the by-law quoted, have operated to check the inordinate and unnecessary growth of institutions for the care of children. Notwithstanding this, more than seventy such incorporations have been approved by the Board in the past seventeen years, though several of the applications made during this period have been refused. Humane and intelligent management for these institutions has also been secured. No reasonable complaint of an improper or unwise approval by the Board of a certificate of incorporation has ever been made.

At the time of the incorporation of these seventy or more children's institutions, only eleven received any public money, although thirty-five did so in 1899. The question as to whether or not the State Board should have the power to approve or disapprove the incorporation of private charitable institutions for the care of children, not in receipt of public money, was not considered by the Legislature. The act of 1883 applied to all societies for the care of orphan or destitute children. The objects sought were plainly the protection of the individual child and the prevention of a needless propagation of institutional homes for children.

AN EXCEPTION TO THE RULE.

This power to approve or disapprove proposed incorporations is an important State function, and no exception to its general exercise should be allowed. Under the provisions, however, of chapter 559 of the Laws of 1895, The New York Society for the Prevention of Cruelty to Children, local in its scope, holds the

power to approve or disapprove of the incorporation of other societies of a similar character in this State, all of which have to do with the care of destitute or delinquent children.

No further general legislation of importance relating to the organization or inspection of the private charities of the State was enacted for several years. Evidently, however, the beneficent results of the exercise by the State Board of Charities of the powers conferred by the statutes of 1883 had been observed and approved by the public.

FURTHER PROTECTION OF DESTITUTE CHILDREN.

By chapter 145 of the Laws of 1888 the Penal Code was amended so as to make any person other than a superintendent of the poor, or a superintendent of almshouses or an institution duly incorporated for the purpose, guilty of a misdemeanor who receives, boards or keeps any nursing children, or any children under the age of twelve years, not his relatives, apprentices, pupils or wards, without legal commitment, or without first having obtained a license in writing so to do, from a member of the State Board of Charities, or the mayor, or the local board of health, such license to be revocable at will by the authority granting it.

Here again there was no limitation whatever to such institutions or societies only as receive public money.

The power to a member of the Board to license institutions or persons to care for children was conferred without advice of the Board, and was never exercised, the Board being of opinion that such a power should be restricted to the Board as a whole, and by chapter 325 of the Laws of 1892 the power of a member to license was withdrawn.

In 1894 the Penal Code was again amended by chapter 171 of the Laws of that year. New subdivision 5 to section 288 extended the powers of the Board to the approval and disapproval of the establishment and maintenance of maternity hospitals and lying-in asylums, as well as of homes for children, and constituted it a misdemeanor for any person to maintain an institution or society

of this character without the certificate of approval of said Board. The Board was further authorized by the amendment to apply to the Supreme Court for the cancellation of any certificate previously filed without its approval, and to institute and maintain an action in such court through the Attorney-General, to procure a judgment dissolving any such corporation.

This marks a further advance in the system of State supervision over private charities. There is again no limitation of the power to control the organization of private charities to such only as receive public money.

THE STATE BOARD MADE A CONSTITUTIONAL BODY.

The assemblage of the Constitutional Convention of 1894 was welcomed by the State Board of Charities and leading private societies interested in the various forms of charitable work, as affording an opportunity to secure, in the fundamental law, the recognition of the duty of the State to regard as its wards all unfortunate, dependent or delinquent citizens, who are objects of the care of any organized charitable institution, to the extent at least of providing against possible abuse by a regular system of State inspection.

An amendment to the Constitution, drafted by the writer and the then secretary of the State Board, was presented in convention and referred to a committee on charities. The amendment established in the Constitution a provision for a State Board of Charities, and directed it to visit and inspect all charitable institutions in the State, whether public or private. This amendment was favorably received by the committee. The principle on which it was based, the protection by State inspection of the inmates of all charitable institutions, found ready acceptance. As a result of this, the amendment was extended to include as constitutional boards a State Commission in Lunacy to "visit and inspect all institutions, either public or private, for the care and treatment of the insane," and a State Commission of Prisons "to visit and inspect all institutions used for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors."

The State Commission in Lunacy, succeeding to a State Commissioner in Lunacy, had formed a statutory department of the State government since 1889. The State Commission of Prisons was first constituted by the amendment under consideration. A superintendent of prisons had been a constitutional officer since 1877, and was not affected by this amendment.

The power asked by the State Board of Charities to visit and inspect all charitable institutions in the State was conferred by sections 11, 12, 13 and 15 of article VIII of the Constitution, which as amended were adopted by the convention in the following words:

"§ 11. The Legislature shall provide for a State Board of Charities which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character, excepting only such institutions as are hereby made subject to the visitation and inspection of either of the commissions hereinafter mentioned, but including all reformatories except those in which adult males convicted of felony shall be confined; a State Commission in Lunacy, which shall visit and inspect all institutions, either public or private, used for the care and treatment of the insane (not including institutions for epileptics or idiots); a State Commission of Prisons, which shall visit and inspect all institutions used for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors.

"§ 12. The members of the said Board and of the said Commissions shall be appointed by the Governor, by and with the advice and consent of the Senate; and any member may be removed from office by the Governor for cause, an opportunity having been given him to be heard in his defense.

"§ 13. Existing laws relating to institutions referred to in the foregoing sections and to their supervision and inspection, in so far as such laws are not inconsistent with the provisions of the Constitution, shall remain in force until amended or repealed by the Legislature. The visitation and inspection herein provided

for shall not be exclusive of other visitation and inspection now authorized by law.

"§ 15. Commissioners of the State Board of Charities and Commissioners of the State Commission in Lunacy, now holding office, shall be continued in office for the term for which they were appointed, respectively, unless the Lgislature shall otherwise provide. The Legislature may confer upon the Commissions and upon the Board mentioned in the foregoing sections any additional powers that are not inconsistent with other provisions of the Constitution."

The foregoing sections devolved upon the State Board of Charities all the powers of its seeking. The language of section 11, by which the authority to visit and inspect was bestowed, was generally considered by the Commissioners of the Board, and the public, to be as clear and comprehensive as the use of words would allow.

REGULATION OF PUBLIC PAYMENTS TO PRIVATE CHARITIES.

One of the subjects brought to the attention of the convention in connection with the debates upon the inspection of charities was the payment of public money to private charitable institutions for the support of their inmates, or for some charitable service. This proved to be a live subject of discussion. Widely different views as to the wisdom or inadvisability of such payments were strenuously maintained. As a compromise between the advocates of extreme constitutional action on this subject either for or against such payments, the convention embodied the result of its deliberations in section 14 of article VIII, as follows:

"§ 14. Nothing in this Constitution contained shall prevent the Legislature from making such provision for the education and support of the blind, the deaf and dumb, and juvenile delinquents, as to it may seem proper; or prevent any county, city, town or village from providing for the care, support, maintenance and secular education, of inmates of orphan asylums, homes for de-

pendent children or correctional institutions, whether under public or private control. Payments by counties, cities, towns and villages to charitable, eleemosynary, correctional or reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized, but shall not be required by the Legislature. No such payments shall be made for any inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities. Such rules shall be subject to the control of the Legislature by general laws."

Thus was bestowed upon the State Board a second and entirely unsought power, on the exercise of which, payments by counties, cities, towns and villages to private charitable institutions for the support of inmates might or might not be made. The Board duly framed and adopted a code of rules, compliance with which must be shown by the certificate of the Board to the disbursing officers of counties, cities, towns and villages as a condition precedent to the receipt by private charities of payments from these subdivisions of the State. This code of rules has not been reviewed by the Legislature and now forms part of the law of the State. By it the payment of public money to private charitable institutions has been effectively safeguarded.

CHARITIES LAW OF 1895.

Upon the ratification of the revised Constitution of 1894, by the vote of the people, a committee of the State Board under the chairmanship of the president, undertook the task of drafting a statute to supersede the laws of 1867 and 1873, and to provide the necessary machinery to allow of the continuation of the work of the Board under the new Constitution. This committee received valuable suggestions from the State Charities' Aid Association and other private charitable organizations. The result of its labors took form in chapter 771 of the Laws of 1895, entitled "An act to revise and consolidate the laws relating to the State Board of Charities."

This statute continued a State Board of Charities of eleven

members, to be designated as Commissioners, appointed by the Governor and confirmed by the Senate, for terms of eight years. Prior to the adoption of the Constitution of 1894, the members of the Board were unpaid, receiving only their necessary disbursements. Section 9 of article X of the Constitution, containing the express proviso that "each of the other State officers named in the Constitution shall, during his continuation in office, receive a compensation to be fixed by law," the committee drafted the law to allow the usual director's fee of $10 to the commissioners for attendance at meetings of the Board or of its committees, limiting the amount of such fees to any commissioner in any year to $500. This latter provision was embodied in the law to insure against seats being sought on the Board for the sake of the salaries attached to them.

The power to visit and inspect was contained in section 2 in the following words: "General duties.—It shall be the duty of the State Board of Charities to visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether State or municipal, incorporated or not incorporated, which are made subject to its supervision by the Constitution." The words "institutions, societies or associations," were used because the earlier statutes relating to the Board generally used the term "charitable society," whereas the Constitution used the words "charitable institutions," and there were visited and inspected by the Board "charitable associations" as well. The three words were intended to cover all public and private charities, however designated. The words "general supervision" the Board has always interpreted to mean "general oversight," and not as conferring upon the Board power to regulate or control the management of affairs of any public or private charitable institution, society or association.

The Board has never attempted to regulate or control the management or affairs of any public or private charitable institution, society or association. Any statements to the contrary are without foundation.

Section 12 conferred the power to investigate the affairs and management of any charitable institution, society or association in the following words:

"§ 12. Investigations.—The Board may, by order, direct an investigation by a committee of one or more of its members, of the affairs and management of any institution, society or association, subject to its supervision, or of the conduct of its officers and employes and the commissioner or commissioners so designated to make such investigation, are hereby empowered to issue compulsory process for the attendance of witnesses and the production of papers, to administer oaths, and to examine persons under oath, and to exercise the same powers as belong to referees appointed by the supreme court."

The following section conferred a new power upon the Board:

"§ 13. Remedies.—And if it shall appear, after such investigation, that any inmate or inmates of the institution are cruelly, negligently or improperly treated or inadequate provision is made for their sustenance, clothing, care, supervision, or other condition necessary to their comfort and well-being, said Board is empowered to issue an order, in the name of the people, and under its official seal, directed to the proper officer or managers of such institution requiring them to modify such treatment or apply such remedy, or both, as shall therein be specified; before such order is issued it must be approved by a justice of the supreme court, after notice to them and hearing thereon had, and any person to whom such an order is directed who shall wilfully and unlawfully refuse to obey the same shall, upon conviction, be adjudged guilty of a misdemeanor."

The two sections last quoted materially extended the powers of the Board to conduct investigations, and, by an order approved by a justice of the Supreme Court, to enforce remedies. The administration of the public and private charities of the State has been so generally excellent during the years that have elapsed since the passage of the Law of 1895 and the Law of 1896 that it has never been necessary for the State Board to apply to a justice of the Supreme Court for an order under the provisions of section

13. Needed reforms in management have from time to time been secured by other and milder methods.

There is not a word in the Law of 1895 to show that it was the intention of the Legislature to limit its operations and to restrict the new power conferred upon the Board to such institutions only as are supported in whole or in part by public money raised by general taxation. On the contrary, the Legislature interpreted the mandate of the Constitution to "provide for a State Board of Charities which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character," without any elimination, and in the literal spirit and meaning of the words.

THE STATE BOARD AND THE MEMBERSHIP CORPORATIONS LAW OF 1895.

In the same year, 1895, the Legislature passed an amended and revised Membership Corporations Law, being chapter 559 of the laws of that year, and chapter XLIII of the general laws. By article II, section 31, it was specified that five or more persons may become a membership corporation by making, acknowledging and filing a certificate in a form prescribed with the approval of a justice of the Supreme Court, with the following exception: "If such certificate specify among such purposes the care of orphan, pauper or destitute children, the establishment or maintenance of a maternity hospital or lying-in asylum where women may be received, cared for or treated during pregnancy or during or after delivery, or for boarding or keeping nursing children, the written approval of the State Board of Charities shall also be indorsed thereupon or annexed thereto before the filing thereof."

Article VI, section 80, of the law above referred to, under the caption "Hospital Corporations," provides that "five or more persons may become a corporation for the purpose of erecting, establishing or maintaining a hospital, infirmary, dispensary, or home for invalids, aged or indigent persons, by

making, acknowledging and filing a certificate," in form designated, and continues, "such certificate shall not be filed without the written approval indorsed thereupon or annexed thereto of the State Board of Charities and of a justice of the Supreme Court of the district in which the principal office or place of business of such corporation shall be located."

These provisions of law are still operative. No private charitable institution, society or association for the care of orphan, pauper or destitute children, and no private hospital, infirmary, dispensary or home for invalids, aged or indigent persons, can become a legal corporation without the written approval of the State Board of Charities endorsed thereon or annexed thereto.

Two important exceptions occur in the application of the general provisions of the membership corporations law. Reference has just been made to the requirement that children's institutions seeking incorporation shall obtain the approval of the State Board. In the case of societies for the prevention of cruelty to children, endorsement of application is required, not from the Board, but from the New York Society for the Prevention of Cruelty to Children.

VISITATION BY THE SUPREME COURT.

Membership corporations in general were by the Law of 1895 made subject to the visitation and inspection of a justice of the Supreme Court or of any person appointed by the court for the purpose. A further exception to the rule was made in favor of societies for the prevention of cruelty. In 1899 the law was amended so as to make such societies subject to the same visitation and inspection by the court as other membership corporations. This removal of exemption from societies for the prevention of cruelty to children has since been cited as a reason why this particular class of children's institutions should be free from other State inspection. A sufficient answer to those who assume this position is, that visitation and inspection by a representative of the Supreme Court will, in the nature of the case, be infrequent. Only in an extreme instance will the critics of an

institution invoke the aid of the court. Nor is it to be expected that the officials of the institution will periodically invite such examination. Even if this be welcomed by the society there is a danger that the investigation will be of a perfunctory character, leading to no definite conclusions. Who is to bear the expense of the proceeding? The applicant? Then surely the court will seldom be asked to act, or when invoked its representative will, however unconsciously, be in some degree under obligation to the applicant who pays the bills. If the examination is a charge against the court, an additional obstacle is presented against regular visitation and inspection. But two instances can be recalled where this power of visitation by referee or visitor of the Supreme Court has been exercised since 1895. The first was in 1896, in the case of the Westchester Temporary Home for Destitute Children, and the second instance was in the recent investigation by a visitor into the affairs and management of the New York Society for the Prevention of Cruelty to Children. Both of these examinations were conducted upon the application of the institutions named.

The machinery of the court is not designed for a general supervision of membership corporations. Proceedings of this sort are seldom taken to the court. Some other department of State specially constituted to perform this work of inspection with regularity and effectiveness is required.

THE LEGISLATURE'S ATTITUDE TOWARD THE BOARD.

These powers of control over incorporations under this general law are not limited to such of the institutions specified as receive public money. They apply to all of them. The enactment of this statute was a second legislative interpretation in the first year after the adoption of the Constitution of 1894 of the meaning and scope of the mandate to the State Board to visit and inspect. The Board was given power to control the legal formation of the most numerous and useful classes of private charities, whether or not in receipt of public money.

When the attention of the Legislature of 1895 was called by

the Board to the constitutional injunction, "The Legislature shall provide for a State Board of Charities which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character," the response was immediate and, under all the circumstances, satisfactory. The finance committees readily perceived that the inspection of all the public and private charities of the State even once a year would require a staff of paid inspectors, and that funds must be provided to pay them.

Up to 1895 the annual maintenance appropriation of the Board, exclusive of the salary of the secretary, provided for in a separate item, was only $5,000. This meager sum allowed only of the employment of an assistant secretary and two or three office employes. The inspection of private charities was at that time optional with the Board. This field of work was too great to be covered by the commissioners, and there were no funds to pay the salaries of inspectors. As has been said, inspections of private charities were constantly made by the commissioners. During the eighteen years' term of his service on the Board, the writer has personally visited and inspected many private charitable institutions in different parts of the State, most of which were not in receipt of any public money.

Upon the grant by the Legislature of the increased appropriation to the Board, a department for the visitation of private charities by special inspection was at once organized. Several inspectors were then appointed from the State civil service lists, special examinations being from time to time conducted by the State Civil Service Commission for these positions.

As the work of inspection was extended by the discovery of other private charitable institutions, societies or associations which had not hitherto reported to the Board, or by the incorporation under existing laws of new ones, the work of inspection was extended to cover them. When the necessity for increased maintenance appropriations was demonstrated to the Legislature, increases were granted by that body from time to time, until in

1899 the amount reached $35,000, a like amount being appropriated to the Board by the Legislature of 1900.

The conscientious and generous consideration shown by the Legislature to the State Board, in obedience to the mandate of the Constitution to the Legislature to make provision for a State Board of Charities, has been a great encouragement to the Board, and has enabled the extension of its work in a systematic and intelligent manner. This was all the more encouraging as appointments to membership in the State Board of Charities have seldom or never been influenced by political considerations, and the Board has, therefore, exercised no political power and has had no patronage to distribute. It may fairly be claimed, therefore, that legislative consideration has resulted from confidence gained by the faithful performance of the duties devolved on the Board from time to time.

As a result of the increased appropriation, the Board was enabled, through the staff of inspectors, to visit and inspect every charitable institution in the State, whether State, county, municipal, incorporated or not incorporated, during the years 1898 and 1899. Thus for the two years named, the mandate of the Constitution to the Board to visit and inspect all such institutions, with the co-operation of the Legislatures of the years named, was fully complied with. The results of these inspections were reported to the Legislatures of 1899 and 1900, and furnish a complete picture of the charitable work of the State, both public and private.

STATE CHARITIES LAW OF 1896.

The statutes relating to the State Board of Charities were revised by the Commissioners of Statutory Revision in 1895 and embodied in chapter 546 of the Laws of 1896, entitled "An act relating to State charities, constituting chapter 26 of the general laws," May 12, 1896. This is known as the "State Charities Law," and under its provisions the work of the Board is mainly carried on.

Some of the powers and duties of the Board under this general statute, which throw a strong light upon the subject under

consideration, are contained in the ninth, tenth and seventeenth sections.

"§ 9. General powers and duties of the Board.—The State Board of Charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether State or municipal, incorporated or not incorporated, which are made subject to its supervision by the Constitution or by law, *and shall* * * *, 4. Approve or disapprove the organization and incorporation of all institutions of a charitable, eleemosynary, correctional or reformatory character which are or shall be subject to the supervision and inspection of the Board."

Thus it will be seen that the jurisdiction of the Board extends to charities in the process of organization and incorporation, before it is possible for them to be in receipt of public moneys, or for any one to know whether such charities will ever be in receipt of such moneys.

"§ 10. Visitation, inspection and supervision of institutions.—*All institutions of a charitable, eleemosynary, reformatory or correctional character or design,* including reformatories (except those now under the supervision and subject to the inspection of the prison commission), but including all reformatories, except those in which adult males convicted of felony shall be confined, asylums and institutions for idiots and epileptics, almshouses, orphan asylums, and *all asylums, hospitals and institutions, whether State, county, municipal, incorporated or not incorporated, private or otherwise,* except institutions for custody, care and treatment of the insane, are subject to the visitation, inspection and supervision of the State Board of Charities, its members, officers and inspectors. Such institutions may be visited and inspected by such Board, or any member, officer or inspector duly appointed by it for that purpose, at any and all times."

There is not the slightest intimation in the foregoing sections that the powers of the Board to visit, inspect and supervise are limited to institutions receiving public moneys. Had such limitation been intended, it would have been so expressed in the stat-

ute. That no such limitation was intended is, however, clearly shown here and elsewhere in the act.

Section 17 of this statute provides as follows:

"The Board shall collect, and so far as it shall deem advantageous, embody in its annual reports, such information as it may deem proper *relating to all institutions, subject to the visitation of the Board and respecting the best manner of dealing with those who require assistance from the public funds or who receive aid from private charity,* and represent its views as to the best methods of caring for the poor and destitute children who may be distributed through the various institutions of the State, or who may be without instruction or guidance, *and furnish in tabulated statements as nearly as possible, the number, sex, age and nativity of persons in this State, and in the several counties thereof, who are in any way receiving the aid of public, private or organized charity,* with any other particulars it may deem proper."

These provisions of section 17 of the statute, when considered in connection with those of sections 9 and 10 above quoted, seem to show even more clearly that it was the intention of the Legislature of 1896 to define, declare and continue the Board's jurisdiction over the public and private charities of the State, whether in receipt of public moneys or not.

The powers to investigate the management of institutions to prevent cruelty, negligence or improper treatment of inmates, and to enforce remedies by order approved by a justice of the Supreme Court, are contained in other sections of this act.

Examination of the Laws of 1895 and 1896, passed by the Legislature in obedience to the mandate of the Constitution of 1894, to provide for a State Board of Charities, shows that among other powers, they bestow three in particular, the power to (1) Visit and inspect all charitable institutions, public or private, incorporated or not incorporated. (2) Investigate their management, formally, whenever necessary, to discover any cruelty or negligence toward their inmates and to insure a proper use of their funds. (3) Secure the correction by an order approved by a justice of the Supreme Court, of any evils or defects ascertained by investigation.

CHIEF PURPOSE OF THE LAW.

All of these powers are mainly bestowed for the protection of the inmates of charitable institutions. This protection is not extended to those of public institutions and denied to those in private institutions. The language is general to all classes, nor is there any intimation that the source of the financial support of an institution affects the operation of the law.

Further evidence of the recognition by the State of the duty of protecting the inmates of private charitable institutions is afforded by chapter 914 of the Laws of 1896, entitled "An act to provide for the care of aged, decrepit and mentally enfeebled persons who are not insane." By this act the State Board of Charities is given authority "to exercise supervision over all aged, decrepit and feeble-minded persons who are not proper subjects for care and treatment in a hospital for the insane, but who, on application by themselves, or by their relatives, or if without relatives, then by their friends or legal guardians, seek to obtain admission into any homes, retreats or other asylums, which may be authorized under the provisions of this act, to receive and administer to their necessities in a safe and humane manner."

By section 2 of the act, the State Board of Charities is "empowered to license any home, retreat or other asylum devoted to the sole purpose of keeping and caring for such aged, decrepit or mentally enfeebled persons whenever, in the judgment of said Board, such home, retreat or asylum possesses the necessary equipments in officers and attendants, together with suitable domestic accommodations in all other respects, for the safe and humane maintenance of such patients." This section further provides that "the power of exercising supervision over such institutions by the State Board of Charities, and of visiting and inspecting them and their inmates at all times, shall be the same as now belongs to them in respect to the other institutions under their care."

Section 5 of this act provides that "Any patient, upon application made to the State Board of Charities by him or his friends or legal guardians, may be discharged from any such home, re-

treat or asylum, and placed in the care of his friends or other suitable place as the said Board in their judgment may deem best."

By this statute the Board is given supervision over a class of aged and helpless persons placed in private institutions, with the assumption that their care and maintenance therein are to be paid for by their relatives, friends or legal guardians. The question of the receipt of public money by these private institutions is not involved, the sole purpose of the statute being evidently to protect the helpless class of unfortunates named therein.

The State policy of protecting the dependent classes not provided for in public charitable institutions or maintained by public funds was still further extended by the Legislatures of 1898 and 1899, which passed two important laws commonly known as "The Placing-out Law" and "The Dispensary Law."

PURPOSE OF PLACING-OUT LAW OF 1898.

Of these the first enacted was chapter 264 of the Laws of 1898, entitled "An act to prevent evils and abuses in connection with the placing out of children." This confers upon the Board jurisdiction over dependent children placed out by charitable societies or by individuals in family homes, in the following language:

"The State Board of Charities, through any member, officer or duly authorized inspector of said Board, is hereby authorized to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section of this act, or by any person licensed by said Board to place out destitute children."

By section 7 of this act it is provided that "Whenever the State Board of Charities shall decide by the affirmative vote of a majority of its members that any person or corporation has placed out children for purposes of gain, or without due inquiry as to the character and reputation of the persons with whom such children are placed, and with the result that such children are subjected to cruel or improper treatment or neglect or immoral surroundings, the said Board may issue an order

prohibiting such person or corporation from thereafter placing out childen. No such order shall be issued unless such person or corporation has had reasonable notice, with a copy of the charge, and an opportunity to be heard before said Board, and a full record of the proceedings and decision on such hearings shall be kept by said Board. Any such order issued by said Board may be revoked by said Board."

This is clearly a provision for the protection of children, and not a measure to safeguard the expenditure of public money. The Board is even empowered to follow the child into a private family where it may be indentured, in order to insure its welfare.

Here, again, the question of the receipt of public money has no relation whatever to the jurisdiction of the Board, because the children placed in families are maintained by and at the expense of the families themselves. There is no public provision for their support.

PURPOSE OF DISPENSARY LAW OF 1899.

The Dispensary Law, chapter 368 of the Laws of 1899, entitled "An act to amend the State Charities Law relating to the licensing and regulation of dispensaries by the State Board of Charities," provides that the Board shall issue licenses to dispensaries and make rules and regulations in accordance with which such dispensaries shall furnish and applicants obtain medical and surgical relief, advice or treatment, medicine or apparatus.

The purposes of this act are to prevent the pauperizing effect of a too free distribution of medical relief, and to facilitate the proper treatment of the dependent poor at the dispensaries. There is nothing in this act to limit its provisions to such dispensaries only as are in receipt of public money. The act is general in application to all of them.

REVIEW OF LEGISLATION.

Beginning with the Law of 1867 establishing the State Board, eleven general statutes concerning the work of the Board have, so far as they related to the private charities of the State,

been briefly passed in review. Of these general laws five were enacted during the period of twenty-seven years from 1867 to the year of the constitutionl convention, 1894. Since the ratification of the Constitution in 1895 six general statutes have been enacted.

A careful examination of the provisions of the Constitution of 1894, and of the laws cited, will plainly show the continuing and increasing interest of the people of the State in the inspection of private charities by duly constituted authority. All but the first two statutes referred to, the Laws of 1867 and 1873, have become laws within the official service of the writer.

Step by step, year by year, the State has taken and held more advanced ground. Unsought powers of jurisdiction over private charities have been devolved upon the State Board in obedience to a public demand for their bestowal. The Board has not been active in securing new powers by legislation. The medical profession of the State secured the passage of the Dispensary Law. The charitable organizations interested in child-saving work were the leading advocates of the Placing-Out bill.

None of the eleven statutes cited were the subject of political controversy. All of them were passed practically without opposition. The legislators appear to have considered these measures from a broad-minded and intelligent standpoint. Indeed, it is difficult to comprehend how a political question could reasonably be made of the duty of the State to protect its unfortunate, destitute or delinquent citizens who are the care of any organized charitable institution, society or association, by providing for their regular visitation and inspection.

REASONS FOR STATE SUPERVISION.

Some of the more important reasons why the State should take an interest in, and regard as its wards, all the inmates of public or private charitable institutions, were set forth in the thirty-second annual report of the State Board, under the caption "The Annual Reports which the Board Requires from Charitable Institutions, Societies and Associations," made to the Legislature of 1899, and merit quotation in this connection.

"It is not infrequently the case that officers of private charities, and especially of those charities which are neither incorporated nor in receipt of public money, express astonishment upon being requested, for the first time, perhaps, to make a report of their financial and other operations to the Board, upon the blanks which it annually provides for that purpose, and in some of these instances it requires considerable correspondence and at times the consultation of legal authority by the representatives of such charities, before the matter is comprehended. Under these circumstances it seems advisable to state briefly in this report the source and purpose of the authority conferred upon the Board, including the governmental principle involved, whereby it is empowered to require such reports as well as to exercise other forms of supervision.

"Under our theory of government the State is, in temporal matters and subject only to the Constitution of the United States, supreme over all within its jurisdiction—otherwise it would cease to be the State—and possesses authority to exercise, for the common good of its people, certain powers known as 'police powers,' whereby, to use the language of an important judicial decision, 'The health, good order, peace and general welfare of the community are promoted.' These powers, which cover, and, to a large extent, regulate many of the fields of life's activities, are appropriately divided into classes and delegated to public officers, whose duties are set forth in laws framed by the Legislature, and, in the case of the State Board of Charities, also in the Constitution.

"As the result of experience and observation, the State has found that, for the individual good and the common welfare of its citizens, it is important and necessary to visit, inspect and supervise the work of its public and its private charities.

"Grave abuses of various kinds have not been uncommon in charitable administrations, and as such administrations are carried on presumably for the public good, and voluntarily to perform certain services for the State as well as to gratify the charitable inclinations of their members, it has been found desirable

that they should be under the watchful eye of some body of competent jurisdiction, with power to protect the interests of the public and especially of the poor, in whose name and for whose cause the benefactions of individuals are intrusted to these voluntary almoners.

"It is certainly conducive to the welfare of the State, of which so many citizens are applicants for charitable assistance of one form or another, for some responsible authority in the State to make certain that the inmates of charitable institutions receive proper care, that those capable of receiving instruction be given the benefits of an education and that moneys donated for the relief of the poor are honestly and judiciously used. Furthermore, it is to be assumed that no institution of charity which is properly conducted need have anything to fear because of the visitation, inspection and supervision provided by law, while, on the other hand, it is difficult to imagine how any honest interest in the State can possibly be benefited by the concealment of evils and abuses in such institutions. As a general proposition, it can safely be asserted that the more the financial and other operations of charities are subject to impartial official scrutiny the better are the results attained.

"The duties of visitation, inspection and supervision which have been referred to herein have, by the State Charities Law (chapter 546, Laws of 1896), been specifically delegated to this Board, which desires and intends to exercise them in a careful, thorough, just and impartial manner. The State can recognize no aristocracy in charitable administrations, for the humblest institution of charity, lawfully established, stands before it, so far as the exercise of the police power is concerned, in precisely the same relation as the most powerful, or the most arrogant."

STATE SUPERVISION OF THE INSANE.

The State Commission in Lunacy, it will be remembered, is empowered by the Constitution to visit and inspect all institutions, either public or private, used for the care and treatment of the insane. By chapter 545 of the Laws of 1896 the Commis-

sion was authorized to license private institutions for the care of these unfortunates. There are now nineteen such. They are not in receipt of public money. Their inmates are protected against possible abuse by the inspections of the State Commission. The power of that Commission to visit and inspect them has never been questioned.

POWER OF STATE BOARD CHALLENGED.

The constitutional right of the State Board to visit and inspect charitable institutions was first called in question by the New York Institution for the Blind. The main question raised in this case was as to the meaning of the expression "charitable institution" used in the Constitution of the State of New York. The case referred to is that of The People ex rel. New York Institution for the Blind v. Fitch, comptroller of the city of New York, decided by the Court of Appeals, October 12, 1897. The Board, on account of omission to report to it, had refused to certify to the comptroller that pupils of the institution were being maintained pursuant to its rules, and payment was refused.

That institution had successfully contended in the lower courts that it was not included in the constitutional designation of charitable institutions, and that it was, therefore, not bound to receive or retain inmates pursuant to rules established by the State Board of Charities. In other words, the lower court held that the institution was not subject to the jurisdiction of the State Board.

But the Court of Appeals, reversing the rulings of the courts below, held that the New York Institution for the Blind, in so far as it clothed, educated and maintained indigent pupils at public expense, or by donations from individuals, was as to such pupils to be regarded as a charitable institution, and so subject to the supervision and rules of the State Board of Charities; that it was not necessary that an institution should be wholly charitable to fall within the constitutional provisions in that regard; that if its character and purpose were partly charitable, it fell within those provisions, although partly educational and subject

to the visitation of the Superintendent of Public Instruction; but that, so far as the institution educated pupils who paid for their tuition and maintenance, it was not to be held a charitable institution. And as to those pupils the State Board of Charities had no jurisdiction or power of supervision. And finally the Court of Appeals determined that this institution, being to an extent a charitable institution, and, so far as it is charitable, subject to the visitation and rules of the State Board of Charities, no payment could be properly made to it from moneys of the city and county of New York for the maintenance and support, including clothing, of any indigent inmates not received and maintained by it pursuant to the rules of the Board.

The opinion of the court was written by Judge Martin; Chief Judge Andrews and Judges Bartlett, Haight, and Vann concurring, Judge Gray absent, and Judge O'Brien dissenting.

RECENT DECISION BY COURT OF APPEALS.

Brief reference was made at the opening of this article to the second case in which the constitutional right of the State Board to visit and inspect was contested and carried to the Court of Appeals. That court has now held that the New York Society for the Prevention of Cruelty to Children is not a charitable, correctional, eleemosynary or reformatory institution within the meaning of the Constitution, and has refused to allow the State Board to inspect the building of the Society or its inmates. The court has further held that only such institutions are charitable, correctional, eleemosynary or reformatory, within the meaning of the Constitution, as are in receipt of public money, the fruit of taxation.

The prevailing opinion of the Court was delivered by Judge O'Brien, supported by Chief Judge Parker and Judges Gray and Bartlett, and a dissenting opinion was delivered by Judge Martin, concurred in by Judges Haight and Vann. The case was considered in the lower courts by six judges of the Supreme Court of the First District and Department, who were unanimous in sustaining the right of the Board to visit and inspect the society

named. Of thirteen judges who have passed upon the case, nine sustained the rights of the State Board, and four denied them, the judgment of the four judges of the highest court, however, construing the law adversely to the Board.

EFFECT OF THE DECISION.

The immediate effect of this judgment is to destroy the system of State inspection of all private charitable institutions not in receipt of public money, a system which, as has been shown, has been the growth of a generation, built stone by stone in a series of clearly expressed statutes, and capped by the Charities Article of the Constitution and the State Charities Law.

At the close of the year 1899 about 1,200 charitable institutions, societies or associations had been visited and inspected by the State Board, and had reported to it. One thousand and eighty of these are private institutions. Of this latter number, 663 are entirely supported from private sources. They include 47 day nurseries, 74 homes for aged persons, 3 homes for the blind, 35 homes for children, 6 homes for women and children, 14 homes for women and girls, 63 general hospitals, 8 hospitals for convalescents, 1 reformatory for children, 8 reformatories for women and girls, besides a large number of other charitable institutions, societies or associations caring in some manner for the dependent and helpless classes. The inmates of the institutions specially named by classes numbered, during the year 1899, 57,571, and, through the operations of other charitable organizations not specially named, 540,000 indigent persons were relieved.

In obedience to the judgment of the court, the State Board has discontinued inspections of all of these institutions, and of their inmates. It has no further authority to obtain from them reports of their operations, and such other statistical information as has been from time to time published in the Board's reports, and furnished to the Legislature and the public. These reports enabled the Board to inform the Legislature and the people of the State that on the first day of October, 1898, there were 5,887 inmates in the State charitable institutions, 5,904 in

the county almshouses, 8,144 in municipal institutions, and 52,523 in institutions under private management, and that during the year 2,098,718 persons were reported as having been assisted in some way by public or private organized charities; that the receipts of these institutions from all sources were $25,440,675.81, and the expenditures $22,070,609.42.

A directory, with useful statistics, of all the charitable institutions of the State, public or private, was published by the Board for the years 1897 and 1898, and is in preparation for 1899. Further publication of this valuable source of reference must be suspended, the Board possessing no further power to require reports from the 663 private charities receiving no public money.

All of the inmates or beneficiaries of these several hundred institutions are now without the protection which State inspection has afforded them in the past. There is now no regularly constituted department of the State government having authority to visit and inspect any of them, investigate their management where necessary, or, through the order of the Supreme Court, to correct abuses and enforce remedies. Must not this condition be regarded as a public calamity?

As has been well said by another, "Should not the State protect, safeguard and jealously watch over the personal welfare of the large number of its helples poor, whether they are in public institutions at public expense, in private institutions at public expense, or in private institutions at private expense—i. e. supported by contributions obtained from the charitable public."

THE STATE'S TWO-FOLD AIM.

In summing up the legislation and the constitutional provisions herein considered, may it not be fairly claimed that the State has evidently sought in them to protect two important interests? The greater of these is the life, health, morals and happiness of all its destitute or delinquent citizens who are the care of any organized charitable, eleemosynary, correctional or reformatory institution. The unit here considered is the individual. The lesser interest sought to be protected is the ex-

penditure of public money for their maintenance or relief. The unit here considered is the dollar.

The first of these interests was sought to be protected by section 11 of article 8 of the Constitution, providing for visits and inspections of all institutions of a charitable, eleemosynary, correctional or reformatory character by the State Board of Charities, or the Lunacy or Prison Commissions; the second, by section 14 of the same article, restricting the payments of public money for the inmates of private charitable institutions for such only as were received and retained pursuant to rules established by the State Board of Charities.

The effect of the decision of the Court of Appeals in the case of the New York Society for the Prevention of Cruelty to Children would seem to overlook the greater interest and to pass upon the lesser one alone. The Constitution clearly regarded both.

Can it be regarded as settled that the State, in allowing charitable institutions, societies or associations to take temporary charge of some of its people, relinquishes all its rights in or its duties toward them?

Under the law as it now stands, the State Board of Charities is clothed with the responsibility of approving or disapproving the incorporation of the most numerous and useful classes of private charitable institutions. Several of these applications are now pending. In case of approval, the Board on one day legalizes the existence of a charitable institution. If such institution receives no public money, the Board has no power, under the judgment of the Court of Appeals, to visit and inspect it on the next day.

TRIBUNAL OF LAST RESORT.

No important question can be regarded as definitely settled in our age and land until it has been settled for the best interests of the people. The hands of the clock may be set back, but this does not stay the flight of time.

The great question of the proper relation of the State to all

charitable institutions, societies or associations, and their inmates or beneficiaries, has yet to be tried in the enlightened forum of public opinion, to whose judgment the Legislature, the courts, and all the departments of the State government must bow. This is the tribunal of last resort. To it the destitute, unfortunate and delinquent of our people needing the protection of the State, and all who believe that they are entitled to and should receive it as a matter of right, make appeal.

REPORT

OF THE

Committee on Reformatories.

REPORT.

To the State Board of Charities:

Your Committee on Reformatories respectfully reports that the several institutions subject to the visitation and inspection of this Board have been visited by your Commissioners and inspected by the officers of this Board during the past year, at varying intervals, and, usually, without previous notice. The results of such visitation and inspection, and the deductions drawn therefrom, are hereto appended and respectfully presented for approval.

The steady growth of the reformatory idea in this State though not rapid is encouraging. There is apparent from year to year a fuller appreciation, by the public, of the true meaning and intent of the term "reformation." We admit regretfully that the old idea of *punishment*, as being essential to reform, still claims some supporters, but these are not found among those most directly connected with the administration of our institutions of this class. The managers of our reformatories are infused with broader views and are disposed to develop the idea of one of the earliest reformers of the then prison plan for all delinquents who, in 1704, in the construction of the first real expression of the reformatory idea in a building, caused to be inscribed upon its front in Latin, "*For the correction and instruction of erring youth*," and one may read within another inscription also in Latin, "*It is not sufficient to restrain the erring by punishment unless you can make them good by instruction.*"

The idea that the inmates of our reformatories are largely "defective" and hence, delinquent, is becoming generally adopted. While some influence may be granted to heredity, the

main predisposing and determining causes of juvenile delinquency are recognized as lying within a faulty, early environment, lacking in the essentials for a full physical and mental development.

In reviewing the conditions which have obtained in this field during the past year we recognize evident progress. This is apparent in two directions: First, in the manifestation of a marked progressive spirit in the several boards of managers, and second, in the long-needed change in the administration of some of these institutions.

The first has been largely due to the entry into the several boards of managers, of new members who have brought with them broad and advanced views of reformatory work, while improvements in administration have been largely due to the recognition of the importance of the employment of a high grade of subordinate officers whose acquirements fit them for such special duty.

These changes for the better are full of encouragement and promise. One of the most satisfactory evidences of a growing appreciation of the importance of this work has appeared in a formal conference between the representatives of the several reformatories and this committee. This conference, held at the offices of this Board, gave opportunity for a consideration of the many questions and intricate problems which have presented themselves to the several boards of managers. This has led to a general discussion of the same, thus affording opportunity for mutual suggestions and comparison of experience.

The most important result of such conference has been the recognition of the fact that the several reformatories of this State are not separate and independent institutions with no mutual relations, but that they are branches of a general system and are really interdependent, and that their administration is to proceed along the lines of a defined system which, though modified according to the special purposes of each institution, should be applicable to and include them all.

It has further shown that, by mutual action and joint effort,

much can be accomplished where, by separate and independent procedure, progress is slow and difficult.

Two classes of reformatory institutions come under the supervision of this Board: *State* reformatories and *private* reformatories.

The statutes provide for State supervision of both classes.

This committee desires to call attention to the fact, already emphasized in its previous reports, that it believes that all institutions of a reformatory character, to which commitments are made by courts of record, should be *State* institutions. Your committee does not favor the establishment of private institutions of this class.

This objection is based on the ground that depriving the individual of his liberty, should be done only under the most perfect system of safeguarding his rights, under a competent and skilled State supervision; that the taking away the liberty of the individual and committing him to a private corporation for discipline and instruction, upon experimental lines of discipline without provision for an adequate supervision, is an anomaly and is an unwise and unjust procedure. Experience has shown that the most frequent causes for complaint and the occurrence of the gravest abuses occur in such institutions. Your committee records its belief that the further incorporation of private reformatories in this State is unwise, and would favor a proper effort to make all existing reformatory establishments *State* institutions.

Since 1893 your committee has, in its annual reports, made a series of recommendations, touching the general features of reformatory procedure as well as for the administration of each of the several reformatories for adolescents and for women in this State. Some of these recommendations have been reiterated from year to year, and others have been suggested by the special experience of the year in which attention was invited to them. Again we would recall the failures which past experience has clearly indicated, and offer suggestions for future modifications in these directions and call attention to those which

the several boards of managers offer as the result of their effort in the development of a general system of reform.

It is the *results* which are sought, and that system or plan is the best which secures the fullest benefit for the inmates of such institutions. It must never be forgotten that our plans and procedure in reformatory measures are entirely *experimental;* that we are seeking to establish a system based upon the belief that experience has already shown that *education* is our main resource in all reformatory effort.

CLASSIFICATION.

Most conspicuous among the failures of the past has been an inability to properly classify the inmates of our reformatory institutions, both previous to their admission and after their entry into the institution. The first condition has resulted from the inadequate means at the command of committing justices to learn the history of the cases brought before them. The absence of any reliable family history, and hence that of the early years of the individual; the complete lack of information as to his or her previous history of delinquency, has led to a committal of such cases largely upon a basis of age and the almost invariable statement that, "this is a first offence."

The second condition rests in the institutions themselves whose architectural arrangements have been such as to make no provision for classification, but have provided a large prison building into which all new comers have been placed, irrespective of *character*, the comparatively innocent with the vicious and criminal, and from which, upon a limited plan of separation they, after a longer or shorter period, have been transferred to a grade of greater or less numbers, where the same lack of adequate classification has existed.

The several boards of managers have become impressed with the vital importance of a change in this direction and are most cordially joining in the efforts of the State Board of Charities to secure the erection of a "Reception Cottage," in connection with each such institution, in which the new comer can be retained

under observation until the administration is satisfied as to where he or she shall be most advantageously placed.

In the development of a proper classification, the antiquated institution architecture of our reformatories proves an almost insuperable obstacle. The necessity for a number of small buildings into which the inmates may be gathered, with more of the family and less of the institution feature, is very apparent; and the time and means required for the establishment of this important measure will be considerable.

TECHNICAL INSTRUCTION.

Another failure, which past experience has developed, appears in the character of technical instruction. This is now recognized as being chiefly necessary in the department of domestic science, especially in our reformatories for women. It must be of such character as to enable the inmate, when leaving the institution, to be self-supporting. In all of our reformatories, too little of the family and home life, and of the life of the world outside of the institution, has been provided. The necessity for the development of this feature is now appreciated by the several boards of managers. This is evident in the earnest response of the managers of those reformatory institutions located in or near our centers of population, to meet the recommendation of the State Board of Charities; that such institutions be removed to a rural section where such sufficient tract of land can be secured for the erection of such buildings as will ensure the needed classification, and thus afford means of establishing a family and social element in the life of the inmates. The attempt to fit the inmates of our reformatories for women, for self-maintenance in the office, the workshop or the factory, is a grave error. The further the dependent and but partially educated young woman drifts from the domestic life of the home, and its influences, the greater is her danger of becoming stranded upon the shoals and quicksands of society, when thrown upon her own resources.

It has the further great advantage of providing means for instruction and occupation in agricultural and kindred pursuits, as

well as a maximum of recreation in the open air, a lack now painfully apparent in all our reformatory institutions.

In two of the reformatories for juveniles in this State the discipline and education of the two sexes is attempted. The State Board of Charities has, for a number of years, expressed its disapproval of this plan, and the belief that the administration of such an institution cannot be completely successful; that the two departments cannot be equally developed, and that complications arise which would be obviated by maintaining the two sexes in different institutions. While the administration of these two institutions has been such as to avoid as much complication as possible under such circumstances, we again recommend that the girls' department of the State Industrial School at Rochester and the New York House of Refuge at Randall's Island be removed from those institutions and constitute a separate institution, or that such inmates be classified among the reformatories for women of this State.

The main advantage of a rural situation, with extensive grounds, for a reformatory institution, is the opportunity afforded for necessary out-of-door occupation and recreation. For the new reformatory at Bedford this has been secured. The managers of the State Industrial School at Rochester are making an earnest effort to secure such a change, and it is hoped that an effort will soon materialize to remove the House of Refuge at Randall's Island into a rural section, with the provision of a sufficient tract of land for its proper development.

CHANGES IN COMMITMENTS.

This committee has for several years urged the necessity of a change in the provisions of the statute regarding the conviction and sentence of juveniles for infringements of the Penal Code. We reiterate the recommendation that a change be effected which, instead of providing for a *conviction* for a felony and a *sentence* to a reformatory, will require that the juvenile, on its being shown to the committing justice that such action is necessary, shall be sent to the reformatory "for instruction and dis-

cipline," and not as a convicted felon. This avoids stamping the unfortunate child as a criminal, as is now the case under present procedure.

Under the head of commitments, we desire to call attention to, and to recommend the discontinuance of, a practice which is frequent in our reformatories for women. Commitments by overseers of the poor of young women anticipating maternity are made to the reformatories for women. Though some such cases occur in dissolute individuals, many of them are among the unfortunate, rather than the vicious. All such cases should be committed to proper *hospital* care during expectant maternity, and not to the reformatory, and only such cases sent to the reformatory, *after* confinement, as are proper cases for reformatory treatment. The effect of the present custom is very injurious, not only to the expectant and actual mother, but also to the other inmates of the institution, since, on the one hand, relaxation of the usual discipline is demanded by and granted to the mother, and, on the other hand, other inmates see the granting of privileges which they do not receive, which leads them to feel that such lapses from virtue are thus, to some extent, condoned. A maternity and nursery department is not a desirable adjunct to a reformatory.

ADVANCES GAINED.

While we note the failures of the past few years and recommend some radical changes for the future, we find encouragement in what has been gained for real progress. Aside from the generally growing appreciation of the true idea of reform, and the abandonment of some of the errors of the past, substantial gains have been made. The establishment of a uniform period of commitment for the several reformatories for women; the shortening of the term of detention from five to three years; the general abolition of punitive resources, and the substitution of hopeful and encouraging educational features, all indicate a substantial advance. Such gains serve as stimuli for increased vigilance and effort.

Appended are statistical statements connected with each institution and special recommendations therefor.

HOUSE OF REFUGE AT RANDALL'S ISLAND, NEW YORK CITY.

Some important improvements have been effected in the material conditions of this institution during the past year. Under the new superintendent much needed changes and repairs in the buildings and the establishment of sanitary conditions have been accomplished. An improvement in the department of discipline is also apparent. Much remains to be developed in classification and in the department of technical instruction. Attention is called in this connection to the number of "unemployed" in the statistics appended. The limited area of the grounds of this institution proves a great barrier to development and progress, and it is hoped that measures may be early instituted for its removal into the country, where sufficient land can be obtained for the necessities of administration and development.

POPULATION.

November 1, 1900.

Number of boys	726
Number of girls	110
	836
Boys in first division	328
Boys in second division	289
Boys in third division	109
	726

BOYS' INDUSTRIAL DEPARTMENT.

Painting, 10; printing, 36; carpentry, 10; tailoring, 68; shoemaking, 20; machine shop, 8; blacksmith shop, 10; boiler-room and gas-house, 12; bakery, 12; floriculture, 12; carting, 8; kitchens and dining-rooms, 65; general duty, 226; new boys in quarantine, 14; plumbing, 3; mason, 8; ferry, 3; mattress industry, 10; *unemployed*, 191.

GIRLS' INDUSTRIAL DEPARTMENT.

Sewing class	45
Dormitories	8
Ironing	10
Washing	16
Kitchen	6
General duty	21
New girls	4
	110

THE STATE INDUSTRIAL SCHOOL, ROCHESTER.

No important changes have occurred in this institution during the past year The general course of instruction and discipline, followed during the past five years, has been continued. The effort of the managers to secure the transfer of the institution from its situation in the city to one in rural surroundings, it is hoped may be consummated during the coming year. The State Board of Charities has urgently advocated this change in its annual reports for several years, and believes that the final provision for such transfer will be made by the Legislature of 1900.

POPULATION.

November 1, 1900.

Number of boys	684
Number of girls	119
	803
Boys in first division	133
Boys in second division	202
Boys in third division	185
Boys in fourth division	164
	684
Girls in first division	61
Girls in second division	58
	119

BOYS' INDUSTRIAL DEPARTMENT.

Bakery, 23; blacksmithing, 36; boiler-room, 18; carpentry, 20; dining-rooms, 22; electrical construction, 11; floriculture, 23; foundry, 18; kitchen, 5; laundry, 31; machinery, 26; manual training, primaries, 164; mason shop, 9; office orderlies, 7; painting, 20; pattern making, 17; quarantined, 15; plumbing, 5; police duties, 30; printing, 24; repairing, 15; shoemaking, 25; storeroom, 5; tailoring, 54; wood carving, clay modeling, first and second grade, 61.

GIRLS' INDUSTRIAL DEPARTMENT.

Cooking school	27
General housework	27
Kitchen	11
Laundry	13
Sewing class	41
	119

THE HOUSE OF REFUGE FOR WOMEN AT HUDSON.

Progress in all departments of this institution has been made during the past year. Securing a higher grade of officials and employes, by the board of managers, and additions to facilities in administration have accomplished much. In the department of discipline, this is especially noticeable, in the banishment of time-honored traditions of disorder and insubordination. The delay in the completion of material changes, provided for under appropriation by the Legislature of 1899, has, in some respects, proved embarrassing but, on the whole, the managers have secured substantial gains.

POPULATION

November 1, 1900.

Inmates 254, infants 8, distributed as follows:

Main building, inmates	3
Prison, inmates	64

Nursery, infants 8, inmates	18
Hospital, inmates	16
Cottage No. 1, inmates	24
Cottage No. 2, inmates	23
Cottage No. 3, inmates	21
Cottage No. 4, inmates	24
Cottage No. 5, inmates	33
Cottage No. 6, inmates	28

SCHOOL ATTENDANCE.

Inmates attending day schools	93
Inmates attending sewing school	28
Inmates attending dressmaking school	20
Inmates attending cooking school	21
Inmates attending laundry school	34
Total daily attendance	196
Inmates attending two of above classes	63
Total number of inmates attending schools	133
Inmates training for nurses in Hospital	2
Inmates who are general houseworkers and also do kitchen and laundry work, knitting, sewing and mending	98
	100
Total number of inmates eligible to school	233
Patients in hospital	11
Women with infants	6
Inmates admitted during previous month still on probation	4
	21
Total adult population, November 1, 1900	254

THE HOUSE OF REFUGE FOR WOMEN AT ALBION.

This institution has maintained its reputation for order and quiet discipline. Some added facilities in administration have been secured during the past year, which are in the line of economy. Further additions to the buildings are needed, during the coming year, especially to the administration building. Changes in arrangement of existing structures should be made which will provide more fully for hospital facilities and for classification in the reception of inmates, as well as for needs in other directions.

POPULATION

November 1, 1900.

Number of girls	124
Number of infants	7
	131

Employment and instruction:

Laundry	12
Kitchens and dining-rooms	36
Mending-room	10
School	66
Sewing-room	28
Corridors	22
Administration	3

NEW YORK STATE REFORMATORY FOR WOMEN AT BEDFORD.

This institution is nearly ready for the reception of inmates. It was hoped that it might be opened in the early autumn, but delays in the completion of important facilities have postponed this event until January 1, 1901.

This institution will prove a great addition to the reformatory resources of the State. Its extensive grounds will afford facilities for the development of agricultural training and occupation, as also for an amount of employment and relaxation in the open air greater than is possessed at present by any similar institution in the State. While much still remains to be done in order

to complete what is already planned, it is gratifying to state that this long-delayed addition to the reformatories for women in this State is about to start upon its career under favorable auspices.

The increase in facilities effected during the past year includes additions to the power house, alterations of the south wing of the prison building, the removal of the prison cells and substitution therefor of fourteen single rooms on each of three floors; the completion of a new laundry building; the grading and finishing of roadways and approaches, as well as additions to the water supply.

A superintendent has been secured, by the board of managers, who will enter upon her duties well equipped for their performance.

The needs of the institution, in the coming year, involve further alterations in the prison building, such as to make the entire structure correspond with the portion already changed. A considerable amount of grading is essential to protect portions of the site. Many repairs, due to lack of appropriation for maintaining proper care of the buildings, have become necessary. These with further additions, asked for by the managers, constitute the most pressing needs of the institution.

RECOMMENDATIONS.

It is recommended that, after the opening of the institution for the reception of inmates, the girls now in the House of Refuge at Randall's Island be transferred to this institution, in such cases and as far as may be feasible, and that no more girls be committed to or received in the latter institution. We also recommend that legislation necessary to effect these changes be enacted.

Your committee does not include private reformatories in this report.

All of which is respectfully submitted.

EDWARD H. LITCHFIELD,
ENOCH V. STODDARD, M. D.,
ANNIE G. DE PEYSTER,
Committee.

REPORT

OF THE

Committee on Idiots and Feeble-Minded.

REPORT.

To the State Board of Charities:

Your Standing Committee on Idiots and Feeble-Minded reports as follows on the several institutions under its visitation and inspection:

THE SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN.

Located at Syracuse, Onondaga county.

[Established 1851.]

Managers—The Rt. Rev. Frederick D. Huntington, S. T. D., LL. D., D. C. L., Syracuse; the Rt. Rev. F. J. Ludden, Syracuse; Alva W. Palmer, Syracuse; Mrs. C. E. Crouse, Syracuse; Wilber S. Peck, Syracuse; Lewis F. Weaver, M. D., Syracuse; Hon. Milton Delano, Canastota; Hon. Walter W. Cheney, Manlius; ex-officio, Hon. Chas. R. Skinner, Superintendent of Public Instruction.

Superintendent—James C. Carson, M. D.

Date of Inspection, November 7, 1900.

This institution was officially visited on the above day by the committee, careful inquiry being made into the details of administration and the condition of the institution generally.

Under the appropriations made by the last and preceding Legislatures for improvements, it was found that satisfactory work has been accomplished, the items covering repairs to the "farm house" at the main institution and an underground conduit to the superintendent's residence for steam pipes, the respective appropriations being $2,500 and $1,150. Under the appropriation of $1,250, Laws of 1900, for improving the plumbing and drainage systems, work was in progress, and a contract had been awarded for the construction of a general bath house and connecting cor-

ridor, for the erection and equipment of which an appropriation of $9,387 was made. Much needed steel ceilings and new floors in various portions of the institution were provided by an appropriation of $1,000. There was an unexpended balance in this fund of about $500 and work was being continued.

On the day of inspection the population of the institution was about 526, not including 13 absentees, children who had failed to return from their homes at the expiration of the vacation usually allowed to many inmates. The population book was found not posted to date, and the figure given represents the population on October 31st. There were on file 22 applications for admission not acted on, and five that had been accepted. During the past years the proper work of this institution has been hampered by the overcrowded condition of its inmates, preventing the carrying out of the strict interpretation of the laws under which it receives its life. This congested condition represents about 150 persons of both sexes who are non-teachable and are of no service in the work of the establishment. The law governing this institution provides that after the demands made upon its facilities by properly admissible children are met, that there may be accommodated such number of unteachable idiots as may be conveniently cared for. That the foregoing inmates have been retained, is due to the fact that neither the institution at Newark nor that at Rome are prepared to receive them, they being as well overcrowded. Your committee therefore feels that immediate action should be taken to create accommodations by the building of new dormitories at Newark and Rome for the special reception of these inmates, in this manner relieving Syracuse. There still remain in addition to the 150 inmates above mentioned, at Syracuse, about 100 adult feeble-minded of both sexes who have passed the teachable age as comprehended by the statute incorporating the institution, but who are retained for their usefulness in the caretaking of the main institution, and at the farm at Fairmount, their services saving to the State a considerable sum yearly.

The health of the institution during the past year has been seriously affected by the prevalence of typhoid fever during the

autumn, from which there were several deaths. The source of the trouble had not been ascertained at the date of this inspection, though thorough investigation on the part of the local and State health officers was being made. The use of impure ice was suspected, and the supply was therefore abandoned for cooling of drinking water. There was also a small epidemic of German measles earlier in the season, and this time some 13 cases of impetigo, a skin disease, were under treatment. These cases came from one building only, and the committee feels that the use of roller towels may be a factor in its spread. The committee advises the discontinuance of the use of roller towels and that individual towels be substituted as in other institutions.

The food served to the inmates continues to be of good quality and is well prepared. It would seem to the committee a needless extravagance to serve a luncheon in the morning to any but the smallest and more sickly children. A readjustment of the hours for meals, shortening the interval between breakfast and dinner, would make this custom, which prevails throughout the institution, unnecessary.

The work in the educational department has been revised and systematized, and intrusted to the direction of a competent principal. The good results attained in the instruction of our feeble-minded youth are too little known to the public, and it was with the intention of demonstrating the latest educational advance in this direction that one of your committee was led to arrange for an exhibition at this institution, successfully held on the 15th of November.

Among the improvements that seem desirable here, one of the most important is the installation of a system of forced fan-ventilation in the day room occupied by low-grade children, the odor from whose persons, being most offensive, taints the atmosphere. Further consideration is urged in the matter of extending the Syracuse water supply to the institution farm at Fairmount, the supply there being poor in quality and amount. The scarcity of water has at times prevented the proper bathing of the inmates at the farm. The approach to the offices of the steward and the

superintendent at this institution has been rendered unpleasant, in inclement weather, from the fact that there have been no sidewalks laid. Your committee therefore recommends an appropriation sufficient to provide cement walks, to repair the stone steps at the main entrance and to lay a stone crosswalk over the street at the main entrance. It would seem desirable to abandon the use of barbed wire at the farm at Fairmount, on account of danger to the extensive herd of cattle. Desirable improvements have been made at the farm during the year, in connection with the dwelling house and the barns. The interior of the icehouse at the main institution required entire relining.

In referring to the administration, it is desired to note that improvement has been observed in the conduct of the institution, owing to an increased interest on the part of the board of managers in the internal affairs. The Comptroller of the State has had occasion to criticise the business methods in vogue here, relating to the issue and record of supplies, and it would seem wise to follow the methods prevailing in other institutions. The employment of a stenographer would facilitate the transaction of business in the offices of the superintendent and the steward. This is the only State charitable institution wherein a stenographer is not on the regular staff of employes. It is further recommended that the institution, through its board of managers, secure the deed to the farm at Fairmount, and take early steps to locate, by survey, one of the boundary lines to the property, which is not at present determined, and when so determined be fenced in.

In conclusion, your committee makes the following recommendations for appropriations at this institution by the Legislature of 1901: For cement and stone sidewalks and repairs to stone steps, $1,000; for installation of a watchman's clock and time detector, $800; for extension and completion of the stone fence on Grand avenue, $3,000; for renewing laundry machinery, $1,600; for the erection of a brick and iron corridor, connecting north wing and boys' building, in place of the present wooden one, which is out of repair, $1,000; for maintenance, $82,000. In addition to the above, it is the opinion of the Comptroller that a further appropriation be made for plumbing and drainage, $12,500.

NEW YORK STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN.

Located at Newark, Wayne county.

[Established 1878.]

Managers—Hon. Charles McLouth, Palmyra; Hon. Edwin K. Burnham, Newark; Ellery G. Allen, Farmington; George O. Baker, Clyde; Mrs. Gertrude A. Moss, Rochester; Hon. Richard P. Groat, Newark; Mrs. Augusta H. Beach, Syracuse; Mrs. Nellie R. Hotchkiss, Lyons; E. H. Peaslee, M. D., New York.

Superintendent—Charles W. Winspear.

Date of Inspection, November 8, 1900.

The attention of the committee was first directed to the expenditure of moneys appropriated by the recent Legislatures for extraordinary purposes, and in this connection they desire to state that much delay has occurred in the formulation of plans by the board of managers for carrying out much needed improvements, for which money has been available.

There has been kept alive, by reappropriation, for some few years past, a fund for the betterment of the sewerage system, the balance of which, reappropriated by the Laws of 1899, was $1,409.73. The present system is a menace to the public health, the sewage being carried into the Erie canal, and radical changes are required. No steps have been taken to institute a change of method, that part of the appropriation expended having been for betterments to the present system. There is now a balance of about $500, and it is proposed to utilize this in planning for a more sanitary process.

The construction of a new cottage dormitory, authorized by appropriations, amounting to $22,000, was found to be well under way, and a substantial piece of work. There have been unpreventable delays in the equipment of the power-house and the electric plant, due to the loss of machinery by fire at the manufactory. The available funds for the construction of the steam conduit, the electric plant, boilers, power-house, etc., amounted to $8,402.07 and $24,500. The conduit is complete, except at the connecting

points with the several buildings, and is a good tunnel, barring slight details in the suspension of the steampipes. The final work on the electric plant was progressing satisfactorily. The utilization of land belonging to the institution, saved to the State the sum of $300 appropriated for the purchase of land whereon to lay railroad tracks to the new coalshed. There has also been saved the further sum of $1,407 by the adoption of Superintendent Winspear's plans for grading and laying tracks to the coalshed, the point of ingress having been changed. The original appropriation for this work was $2,500. Electric rewiring had been completed in a portion of the old buildings and new fixtures installed, under the appropriation of $2,000. The wiring was done in the interest of the safety of the buildings, insuring more perfect insulation of cables, etc., than previously obtained. Under the appropriation of $1,800 for a fire-escape at the rear of the center building, work has been completed, and a balance will be expended in the purchase of fire extinguishing apparatus, with which this institution seems to be unusually well equipped, except in the matter of outside protection. It is designed to purchase two hosecarts and 1,000 feet of hose.

At the time of this inspection there was remaining a balance of $2,588.40 in the 1900 appropriation of $3,000 for retaining walls, drainage, painting and general work in connection with putting into service work now being done and under contract. The further appropriation of $2,000 for extraordinary repairs had not been utilized. It is the opinion of the committee that many needed improvements should have been accomplished with these funds, notably the construction of a retaining wall at the powerhouse and laying of new flooring in the center building, which is in very bad condition. The superintendent stated that he had repeatedly brought these matters to the attention of the board of managers, but as he is not admitted to their meetings, had not been able to present the urgency of his claims in person. Your committee desires to call to the attention of the board of managers the condition of the walls in the main building, which are very bad, not at all befitting a State institution, and

they should be painted at an early date, as there are funds to their credit for that purpose. The appropriation for a ten-ton wagon scale has not been used. The scale should be purchased.

Your committee suggests, in connection with the construction of a retaining wall at the power-house, that the bank be cut back and sodded, and that a four-foot stone wall be built. In asking for appropriations for the forthcoming year, it recommends that the institution be granted funds for the erection of a new group of three dormitory cottages to accommodate 150 inmates, housing such of the low grade of the inmates now at the Syracuse State Institution for FeebleMinded Children and those of this class now here. By this plan the present buildings would be so relieved as to admit of the high grade from Syracuse, and thus admit of the classification of their inmates, so much desired. Also, that the sum of $5,000 be appropriated for the development of and right of way for an independent water supply. The institution is now paying a rental of $1,500 per year for the village water, and the supply and pressure are deficient, the latter by reason of the proximity of the storage tank to the institution, it being on the same level. There is a good permanent spring in the neighborhood from which water could be supplied by gravity to the power-house. This change would seem desirable as well on account of the danger from lack of pressure in case of fire.

The general condition of the grounds and buildings was found to be good, the usual neatness observed in the living rooms and dormitories prevailing. It is suggested by the superintendent that the present power-house be utilized for a laundry and industrial building, and that the present laundry be converted into a general bathroom, to be equipped with shower baths, which to the committee seemed a proposition to be well considered. The abandonment of the present sewing room in the center building, which is much crowded, and of the hallway, used improperly as a schoolroom, would divert these quarters to other purposes, particularly the enlargement of the superintendent's cramped apartments. The committee recommends that the fence about the hospital yard be removed, but that a fence be erected

about the grounds of the institution, where they are not already so protected, to prevent the intrusion of the public. It is complained that the drives are made use of as a public highway, and that the proper exercise of the inmates in the open air is interfered with. The nature of this custodial work demands that unauthorized and curious visitors be denied access to the property.

The removal by the village lighting company of an electric lamp situated on the highway in front of the institution has made the hill and approaches to the entrance exceedingly dark at night. Your committee suggests that a line of incandescent lights be carried down the hill, along the sidewalk. The cement walk has been laid, from the appropriations for general repairs referred to, and is a desirable improvement, but the surface is not roughened, rendering it dangerous in such weather as would glaze the surface with ice. Commendation is offered for the manner in which the ventilation of clothing closets has been accomplished in constructing flues directly through the exterior walls. In the cottage dormitory several small closets have been changed into a convenient clothing room. Inside closets have been ventilated by direct airshafts to the roof.

The population on the day of inspection was 415, the institution being crowded, and requiring the use of the hospital for inmates not strictly entitled to remain there. The general health of inmates was good, there being none confined to their beds in the hospital. It will be desirable, on the completion of the new dormitory, to remove from this building the simply feeble cases and so to divide the interior as to provide for better isolation of patients suffering from tuberculosis. At this time there were twenty applications for admission, favorably acted on, but awaiting vacancies. The general care of the inmates continues very good. The food is well prepared and sufficient in quantity, but your committee notes a certain monotony in the serving of meats which is undesirable, and suggests that the dietary here include, during the week, roast and boiled beef, mutton, pork, codfish, pork and beans and clam chowder or fresh fish, no one article to be served on succeeding days.

We recommend that the following sums, or so much thereof as may be required, be appropriated for this institution: For new cottage dormitory to make provision for feeble-minded women of child-bearing age now at the Syracuse State Institution for Feeble-Minded Children, $30,000; sewage disposal plant and land for the same, $10,000; industrial and school building, $15,000; for the development of water supply, $5,000; new boiler and connections, $3,500; extraordinary repairs, $1,500; painting, $500; walks and roads, $500; flooring, $500; removal of old buildings and grading and renewing grounds, $1,000; drainage, $500; retaining wall, $300; making the special appropriations approved of, $68,300; maintenance appropriation, $55,000; making the total appropriation, $123,300.

THE ROME STATE CUSTODIAL ASYLUM.

Located at Rome, Oneida county.

[Established 1893.]

Managers—William H. Cloher, Jr., Capron; Hon. Jim Stevens, Rome; Homer T. Fowler, Rome; Hon. E. Stuart Williams, Rome; John McGaw Woodbury, M. D., New York; Fremont W. Spicer, Dexter; E. S. Batcheller, Gloversville; Henry L. Gates, Utica; Hon. James A. Douglass, Oriskany Falls. There are at present two vacancies on the Board.

Superintendent—John F. Fitzgerald, M. D.

Date of inspection November 9, 1900.

Under the appropriation of $32,500 for a dormitory building to house 150 inmates, the structure was inclosed and ready for the heating, lighting and plumbing, which, however, were not included in the appropriation. This made a similar case to the preceding dormitory authorized in 1898, and the administration building, both of which were completed structurally for a long period before the equipment was provided. There should be sufficient money appropriated at one time to complete a building, avoiding thereby tearing up the floors and walls at some later period. Work was completed and accepted on contracts for

electric work, plumbing, heating, incidental and extra expenses in connection with the dormitory and administration building, erected under appropriations of 1898, and for which equipment there was appropriated, in all, $29,146. These buildings were ready to open, awaiting the arrival of certain fixtures. The work seemed to be of generally good quality. The dormitory plumbing fixtures are of porcelain throughout, of a sanitary pattern not heretofore tried in a custodial institution of this nature.

An additional 135-horse power "Fitzgibbons" boiler has been purchased and installed in the power-house, which is also equipped now with filter tank, steam tank, hot water pipes and generators, authorized by several appropriations. The extensions to the water system, with the filter greatly improve the service and purify the supply. No expenditure has been made under the appropriation of $1,000 for machinery. It is intended to buy a washer and an ironer for the laundry. The superintendent stated that the Comptroller had declined to allow the purchase of a horse-power feed cutter, which he represented to be greatly needed to fully equip the cattle barn. The entire fund of $2,500 for grading and improving the grounds has been expended as well as the greater part of the appropriation of $2,000 for fencing. The grounds in the vicinity of the new building are neatly leveled and seeded. Work was under way on the new road leading from the highway. The fund of $3,000 for furniture for administration building and the new dormitory had been exhausted without securing a full supply by reason of the advance in prices. The appropriation of $500 for the erection of fire-escapes has proved insufficient. Work is under way on the installation and extension of fire-alarm and telephone systems, for which $800 was available. Work is also in progress under the $400 appropriation for electric and auxiliary clocks.

The general care of the grounds and buildings continues to be good. The latter are old and worn and unsightly in many regards. Improvements have been accomplished in the men's wards by relaying flooring, and painting. The walls of the women's wards are very much in need of paint and plaster. The

floors of the bathrooms are rotted and have had to be propped from beneath. Much water leaks through them and the stocks in the storerooms require to be covered for protection. Pressing necessity exists for proper storerooms and cold storage facilities. Flooring in the dynamo room is badly rotted. Rearrangement of the yards attached to the piggery is required; they are not in proper condition for the care of stock. Beds are badly chipped and should be reenameled. This holds true as to the new beds just received. Boxes for soiled clothing should be provided; the stairway in the employes' quarters was found littered with articles for the laundry. Clothing soiled by inmates should be roughly washed in the wards before it is sent to the laundry, for sanitary reasons.

In general respects the care of the inmates is good. Your committee recommends that sufficient attendants be employed to render unnecessary the assistance of inmates in feeding the bedridden, crippled, and low-grade inmates. Several instances of this kind were observed in one of the women's wards at noon where inmates were being fed by others in altogether an improper manner. The food and its preparation are good. The death rate during the year has been low, and the general health of the institution good. There is need of an infirmary for the separation of the sick and very feeble from the others. Clothing is suitable to the needs of the inmates; the committee feels that night garments should be provided for the males. There are insufficient towel racks, and the introduction of individual towels should be immediate. It is noted with regret that a number of men have been deprived of the use of chewing tobacco by a ruling of the Comptroller's office. They have been accustomed to its use for many years and its discontinuance is a hardship. The issue of tobacco is largely used as a means of discipline and encouragement to the inmates in this institution. Its judicious distribution is remarkably productive of work. Over one-half of all the men and two-fifths of all the females are employed in domestic and outdoor duties. The kindergarten and sloyd work continues, and excellent results have been accom-

plished in the mental awakening of this very low grade class of defectives. Marked improvement is noted in the decrease of soiling of the person and habits of destruction.

The population on the day of inspection was 352 with no vacancies. The vacating of the present women's wards on the occupation of the completed women's dormitory will admit about 100 more men, and on the completion of all the dormitories under way there will be accommodation for a population of nearly 600. The occupation by the men of the present women's wards will be retarded through lack of funds for beds.

Your committee recommends the following appropriations, or so much thereof as may be necessary, for this institution, viz.: For a brick dormitory building to house 200 inmates, 75 of them to be taken from the Syracuse State Institution for Feeble-Minded Children, as recommended by this committee, to relieve the present congested condition at Syracuse, $110,000; heating and ventilating, $5,941; electric lighting and fixtures, $2,000; plumbing and drainage, $5,500; mortuary, $4,500; cold storage plant, $9,000; apparatus for cold storage, $500; heating and lighting for cold storage building, $1,000; ice house, $1,800; propagating and greenhouse, $3,700; vegetable storage, $2,200; addition to boiler house, for housing four boilers, $6,800; steel ceilings, window guards, dividing doors, etc., for G. building, as recommended by the State Architect, $2,700; night watch clock, $750; fire-escapes, in addition to $600 appropriated heretofore, $600; furniture for administration and ward buildings, $5,000; direct connecting dynamo and engine, $6,700; electric cable from switchboard to Ward G., $3,360; electric cable from switchboard to center of group of ward buildings, $2,160; changing switchboard connections, $500; railway switch, $10,000; grading and improving grounds, $2,500; repairs and betterments, as estimated by State Architect, $8,890; one 150-horse-power boiler and connections, $3,000; one 1,000-horse-power boiler to feed water heater, $1,800; maintenance for 600 inmates, $80,000. The appropriation for a railroad switch is advised to obviate the annual

expenditure of $1,500 for hauling supplies to this institution and the improvement would, in a few years, result in a considerable saving to the State.

Respectfully submitted,

PETER WALRATH,
Chairman.
STEPHEN SMITH,
DENNIS McCARTHY,
Committee.

December 1, 1900.

REPORT

OF THE

Committee on Soldiers and Sailors' Homes.

REPORT.

To the State Board of Charities:

The undersigned, representing the committee of the Board on Soldiers and Sailors' Homes, respectfully reports:

Under the supervision of the Board there are two institutions devoted to needy soldiers and sailors: the "New York State Soldiers and Sailors' Home" at Bath, Steuben county, and the "New York State Woman's Relief Corps Home," located at Oxford, Chenango county. The first was established by chapter 48, Laws of 1878, and the latter by chapter 468 of the Laws of 1894. Although both of these institutions are due to a public recognition of the patriotic devotion of the Union soldiers during the civil war, it was not anticipated when the Soldiers' Home at Bath was established in 1878, that there would ever be the need for such an institution time has proven to exist. Even as late as the organization of the Woman's Relief Corps Home in 1894 the extent of the need was hardly understood, but each succeeding year has made more manifest the wisdom of the action which has provided for the aged, indigent veterans who are compelled to look to the State for support.

As these two institutions are in every way independent of each other they divide this report into two sections, the first of which relates to the Home at Bath, and the second to the Home at Oxford.

THE NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, NEW YORK.

This Home was visited during the year at regular intervals by the Inspector of State Charitable Institutions; by members of this committee; and on the 29th of October, 1900, by the Presi-

dent of the State Board of Charities and the Chairman of this Committee. At the time of the President's visitation, the census showed 1,763 persons present in the Home, of whom 1,680 were members, 75 employes and 8 officers. These figures included the hospital, in which were found 189 patients. As the hospital contains only 229 beds, and as 31 are occupied by attendants, there were only 9 vacant beds available for the daily emergencies of the Home. But on the same day there were but 9 beds vacant in the barracks, so that altogether only 18 beds remained unoccupied and available for new admissions. Some of the members were placed in the basements of the institutions, and these have a total capacity sufficient to accommodate 138 beds, including in this only those wherein men can be placed with any regard to their comfort. From these facts it is seen that the Home is overcrowded and needs an additional dormitory building. One having accommodations for at least 320 men should be provided for at the next session of the Legislature.

The last Legislature made appropriations to cover a number of greatly needed improvements. Some of these are now under way, and the contracts call for their speedy completion. A new two-story frame structure for use as a Canteen is now under way. Its cost is to be $2,500, to be taken out of the profits of the Canteen fund. The dimensions of this building are 40 x 25 feet. The ground floor is to be ceiled with Georgia pine, and will have broad, roomy piazzas. The upper floor will be fitted up as a Grand Army Post room. When this building is finished the old Canteen will be converted into a police building, thus increasing slightly the present barrack accommodations.

The new amusement hall provided for by the Legislature is making slow progress. Ground was broken in August, 1900, and it is to be finished by October 16th, but from all indications this hall will not be finished this winter. No excavation for the basement was necessary as the ground falls away toward the rear, but considerable grading will have to be done. The walls were found to be up to the roof line, but work was practically sus-

pended. Had this been under the control of the resident architect it could have been finished in time for use this winter. The few men employed by the contractor stated that the reason for the delay in the work was the slow delivery of the iron, but this is no good reason why work on such a contract entered into with the State should not be as vigorously pushed as if the owner were a private person. Nothing as to the interior finish has been decided as yet. The total appropriation for the building and its equipment is $36,200.

Three frame cottages for the use of the chaplain, inspector and engineer respectively, each to cost $2,000, are also under way, and it is expected that these will be completed by April 1, 1901.

A small addition is being made to the main kitchen. It will cover about 40 x 25 feet of space and is to be used for the dish-washing, which, at the present time, must be done in a very inconvenient and crowded place.

An appropriation of the session of 1900 provided for a new vegetable cellar, and this building is also under way—the foundations are in, and framing work has begun. This building is located in the rear of the shops.

The main dining-hall seats 1,000 persons and is a pleasant, well ventilated hall. As, however, the population of the Home is nearly double the capacity of this hall it is necessary to have tables set twice for the men. New tableware is greatly needed as much of the ware is badly cracked. A corridor has been completed which connects the new barracks with the dining-hall, and a gang of men were at work making conduits for the steam and other pipes needed in the new barracks and the amusement hall.

A contract was let October 15, 1900, for a new cold storage building, and work upon this structure is expected to begin shortly. It is to be an extension of the present storehouse and have no cellar under it.

During the year two wells were sunk to a depth of over 100 feet, and a good quality of water was found with a flow of about 60 gallons per minute from each well. This water is

now used for all purposes and renders unnecessary the monthly tax of $250 paid heretofore to the Bath Water Company. If the Bath contract be now cancelled these two wells will prove a profitable investment to the State. They also point to a solution of the water problem which has caused anxious thought, for these wells have demonstrated that there is an abundant and unfailing supply awaiting the drills.

The matter of clothing has proven troublesome heretofore as the uniform supplied neither gave good service nor retained its color. The Commandant and Quartermaster have been able to secure a quality of cloth which will give better satisfaction. The Home should have a sufficient supply of clothing on hand at all times, not only uniforms, but shoes and underwear as well, and as these articles are all supplied by the State prisons, they could be kept on hand there, also, in standard sizes, ready to meet all demands without the necessity of delay. It will cost no more in the end to keep a sufficient supply on hand, and with it, the men would not suffer from lack of clothing as often now happens.

The chapel of the Home is rather small for an institution having so many inmates, but it can be made much more convenient by the addition of a small vestry room on the rear. An appropriation should be made for this purpose and be large enough to cover the cost of two consultation rooms for the use of the chaplains when meeting the members of the Home privately. It may be said here, too, that the wooden benches are very hard and uncomfortable for these infirm old men, and that a set of pew cushions should be provided. These will not be very expensive and will render the seats comfortable.

The cemetery is now about filled and the purchase of additional ground should not be delayed. A sufficient appropriation for this purpose ought to be made at the approaching session of the Legislature.

Among other improvements which are needed is the enlargement of the heating and lighting plant. The men were insufficiently supplied with warmth and light last winter, and look

forward with anxiety to the fast approaching winter. The Legislature should make a sufficient appropriation to provide for a new plant of sufficient capacity to cover present and future needs.

An extension of the dining-room cannot long be deferred, and the matter should be provided for as soon as possible by legislative action.

Above all other things, the most pressing need of the near future is a new, convenient, well-equipped and ample hospital. The present building although comparatively new, is inadequate, unsanitary and ill-adapted for a hospital for the treatment of acute diseases. It will, however, serve a useful purpose; it can be arranged for the accommodation of that class of the members of the Home who require occasional medical attention, but are of the incurable class. Many of these are now in the common barracks, and their transfer to such an annex of the hospital would greatly promote not only their own comfort, but as well the comfort and health of the other members of the Home. As the proportion of sick must increase from year to year, some better provision will have to be made for this class.

It is a pleasure to be able to commend the general appearance of the grounds and buildings, as well as the intelligent and capable way in which the officers discharge their duties. The general discipline is now such that the "Snug Harbor" is seldom crowded, although the nearness of the saloons of Belfast street are a constant temptation to the members of the Home. The inmates of the Home are well fed and, in general, satisfactorily cared for, but the lack of clothing and the necessity of crowding detract from the general comfort.

APPROPRIATIONS.

There was appropriated for maintenance and extraordinary expenses by the Legislature of 1900 the sum of $251,140.

The average number present during the year was 1,483, and the average weekly cost of support, including the value of home and farm products consumed, $2.52; excluding such value, $2.37.

The total receipts of the institution for the fiscal year ending September 30, 1900, were $310,541.16, as follows: Cash balance of the previous year, $66,973.77; from the State, special appropriation, $61,140; from general appropriations, $180,000; from all other sources, $2,427.39.

The ordinary expenditures were: For salaries of officers, $12,988.23; for wages and labor, $46,587.32; for provisions, $65,826.49; for household stores, $3,069.23; for clothing, $10,568.41; for fuel and light, $17,166.47; for hospital and medical supplies, $3,988.59; for transportation and traveling expenses, $1,678.82; for shop, farm and garden supplies, $6,669.74; for ordinary repairs, $1,260.56; for expenses of trustees or managers, $1,269.70; returned to the State Treasurer, $2,427.39; and for all other ordinary expenses, $11,702.68; total, $185,203.63.

The extraordinary expenditures were: $39,696.86, of which $9,297.71 was for buildings and improvements, $17,587.43 for extraordinary repairs and $12,811.72 reverted to the State Treasurer, making the aggregate expenditures for the year $224,900.49, and leaving a cash balance of $85,640.67; and there was no indebtedness.

Of the ordinary expenditures during the year 32.6 per cent. was for salaries, wages and labor; 36 per cent. for provisions; 1.7 per cent. for household stores; 5.8 per cent. for clothing; 9.4 per cent. for fuel and light; 2.2 per cent for hospital and medical supplies; .9 of 1 per cent. for transportation and traveling expenses; 3.6 per cent. for shop, farm and garden supplies; .7 of 1 per cent. for ordinary repairs; .7 of 1 per cent. for expenses of trustees or managers; 6.4 per cent. for all other ordinary purposes.

Chapter 418, Laws of 1900 (appropriation bill), appropriated for the support and maintenance and for the transportation of applicants for admission, $190,000.

Chapter 419, Laws of 1900 (supply bill), appropriated for furniture, carpets and other furnishings for the house of the Commandant, $2,000.

Chapter 395, Laws of 1900 (special act), appropriated in addi-

tion to the $20,000 appropriated by chapter 461 of the Laws of 1899, for the construction, but excluding the furnishing, of the assembly hall, $9,800; for heating, ventilating, plumbing, drainage, lighting and fixtures, for such assembly hall, $6,400; for engineer's house, $2,000; for engineer's stable in connection with that of the inspector and chaplain, $500; for vegetable cellar, in addition to the sum of $1,000 appropriated by chapter 461 of the Laws of 1899, $1,000; for a cold storage building and apparatus, $12,500; for the repair and partial reconstruction of the heating system, $10,000; for the water supply, $5,000; for improvements and partial reconstruction of sanitary equipments, $2,500; additions and betterment of light and power plant, $3,000; kitchen addition, $1,440, and for general repairs, $5,000.

Your committee recommends the following appropriations, or so much thereof as may be necessary, to this institution:

For new barracks and equipment, $47,000; general repairs, $5,000; addition to headquarters building, $1,600; addition to chapel, $600; grading and filling at assembly hall, $3,000; cement walks, $2,500; carriage house and stable, $2,500; repairs, alterations and additions to the steam and electric plants and buildings for same, $20,000; beds, blankets, bedding and other household supplies, $2,530; making the special appropriations approved of, $84,730; maintenance appropriation, $210,000; making the total appropriation, $294,730.

REPORT NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

During the past year this institution has been inspected by the President of the Board, by members of the Committee on Soldiers and Sailors' Homes, and by the Board's Inspector of State Charitable Institutions. It was inspected by the chairman of this committee on the 16th day of December, 1900. The Superintendent was absent at the time on official business.

This Home was established in the year 1894, through the efforts of the Woman's Relief Corps, auxiliary to the Grand Army of the Republic, for the purposes set forth in its corporate title, and

was duly incorporated in that year (L. 1894, ch. 468). The Legislature during the year 1895 and 1896 appropriated $75,000 for buildings for the Home, to be erected at Oxford, Chenango county, this State, where it is now located. Its situation is an exceptionally fine one, the site being about a mile and a quarter from the village at an altitude of about one hundred feet above the Chenango river. Surrounding the Home on all sides are rather lofty hills, well wooded, which not only afford the advantage of shelter, but also add greatly to the scenic effect.

The rules of the Home governing the admission of the four classes of persons eligible are briefly as follows: (1) In the case of veterans and their wives or widows, the marriage must have taken place prior to the year 1880 and the veteran must present a certificate of honorable discharge from the United States service; (2) one year's residence in this State; (3) good moral character and sound mind; (4) the existence of no relative in the State legally liable for their support; (5) the assignment to the treasurer of the Home of a pension, if any be received. No veteran can become or remain a member of the Home unless he has a wife who also enters. If the wife dies, he must leave and seek admission into one of the other soldiers' homes where men only are admitted.

The Home gives to each pensioner $6 per month of his pension, reserving the balance until his relations with it are severed by death or otherwise. Upon that happening the sum so accumulated is handed to him or his legal representatives. Where more than $12 per month is received, however, the Home takes the excess for its own use.

There is also what is for some reason called the "Canteen Fund." This consists of moneys paid the notary public for fees, usually of twenty-five cents each.

The managers have not yet decided to what uses they will put the two funds thus accumulated, but no doubt will utilize them in some way to the advantage of the Home.

The population at the date of the visit was 96, of which number 30 were men and 66 women. The ages of the former were from 60 to 80 years, and about 50 per cent. were upwards of 70

years. Of the women not more than 20 were over 70 years. The majority of the men were unable to work, but only a small proportion of the women were disabled. The latter in most instances performed chamber services in the rooms occupied by them respectively. As to nationalities, the larger proportion are American born, there being about half of that nativity, the balance being Irish and German, with the latter slightly predominating.

There is seldom occasion for penal discipline, and it is enforced by deprivation of leave to go without the grounds. Occasionally a case of intoxication will appear among both sexes, but that rarely happens. No liquor is allowed in the Home, except for medicinal purposes.

Although there is a sitting-room provided for the women, it can not always be used because it is not provided with sufficient heating facilities. It contains an organ on which some of the women occasionally play in warmer weather, and has other means of amusement. The men are more fortunate, as they are able to use the very comfortable smoking-room, and at the time of the visit were sociably engaged in games of dominoes and cards. There is an additional room set aside for their use in hours of relaxation, but it can not be used in cold weather because of lack of heating facilities.

The members are provided with very desirable rooms of sufficient size for man and wife, and they are arranged by the occupants in a most homelike manner, the family pictures decorating the walls, apparently making the inmates feel reconciled to institutional life.

There are ample toilet and bath rooms on each floor, and the members are required to take baths weekly.

The infirmary for the women is a large room with four beds, and is equipped apparently with sufficient facilities for the care of the sick. There is no similar room for men, and sickness among them will, therefore, cause embarrassment. The mortality is not great, averaging about seven or eight deaths yearly.

The dining-room seats only 90, and when the new cottage, having a capacity of about 60, is finished, it will be still more inadequate.

The kitchen in use at present is also insufficient for the purpose, but a new one is in course of construction, which will be amply adequate. The laundry work is done now in Oxford, but it is expected that the Home laundry will soon be in operation.

The storeroom is too small for the purpose, and additional space should be provided.

The Home keeps ten cows, which are sufficient to furnish all the milk required during the summer and a large proportion of what is used during the winter.

The eggs used during the summer are obtained from the chickens of the Home, and nearly all required for winter are obtained from that source. The vegetables also are almost all procured from the farm of the Home.

The other supplies are purchased in Oxford, Syracuse and New York city; the beef in Oxford. When the cold storage plant now being erected is finished, however, the Home will be able to buy beef by the carcass in the general market.

There does not seem to be anything like a close personal supervision of this important matter by the managers.

The institution has no resident physician, but the sick are attended by Dr. Miller of Oxford, who can be readily summoned by telephone.

The power-house is situated a short distance from the other buildings, and seems to be well adapted to the purpose.

Mrs. Ellen Putnam, whose husband is a veteran, is the executive head of the Home. Her husband, Frank Putnam, is storekeeper for the institution. The immediate details of management are in charge of Mrs. Phebe Budlong. The managers visit the Home quarterly with the exception of two who do so monthly.

There is no provision for regular religious services; this is a serious omission and should be remedied as soon as possible.

The names and addresses of the Board of Managers and of the Superintendent of the Home are as follows:

Mrs. Laura B. Clark, Oxford; Mrs. Annie P. Cleary, Rochester; Richard Curran, Rochester; Mrs. Lewis C. Griffith, Troy; Edward

J. Mitchell, Yonkers; Mrs. Ada G. Mohr, Brooklyn; Mrs. Sarah C. Nichols, Auburn; Mrs. Mary E. Seeley, Syracuse; Major George H. Treadwell, Albany. Superintendent, Mrs. Ellen M. Putnam, Oxford.

Close observation of the work of the Home gave the impression that it is well and intelligently managed and that every effort is made to assure the well-being and comfort of the inmates. The latter, in every instance, appeared thoroughly contented and cheerful.

APPROPRIATIONS.

The special appropriations amounted to $51,084, and the total appropriations to $71,084.

Chapter 269, Laws of 1900, appropriated for the erection of cottage "C" to accommodate 60 inmates, $22,020; for heating and ventilating the same, $4,080; for plumbing and drainage, $2,880; for electric wiring and fixtures, $1,020; for the erection of a kitchen building and equipment thereof, $7,524; for heating and ventilating the same, $600; for plumbing and drainage, $550; for electric wiring and fixtures, $275; for equipment, $1,800; for furnishing dormitory "B," heretofore erected, $2,000; for laundry machinery, $1,700; for grading grounds, $2,500; for the erection of a retaining wall at power-house and roof over coal pockets, $1,100; for the erection of an ice house and cold storage building, $1,800.

RECEIPTS AND EXPENDITURES.

The average population for the year was 65, and the average weekly cost of support including the value of Home and farm products consumed $4.44; excluding these, $4.13.

The receipts for the year ending September 30, 1900, were: Cash on hand at the beginning of the year, $316.55; special appropriations, $25,163.26; general appropriations, $13,900; sales of farm and garden produce, $53.75, and from other sources, $39.38; total, $39,472.94.

The ordinary expenditures were: Salaries of officers, $1,500;

wages and labor, $4,310.94; provisions, $2,719.99; household stores, $432.31; clothing, $337.79; fuel and light, $1,671.25; hospital and medical supplies, $495.13; shop, farm and garden supplies, $747.34; ordinary repairs, $61.56; expenses of managers, $565.34; returned to State Treasurer, $53.75, and for all other ordinary expenses, $1,135.12; total, $14,030.52.

The extraordinary expenditures are reported as $25,136.26 for buildings and improvements, making the aggregate expenditures for the year, $39,166.78, and leaving $306.16 as balance in cash at the close of the fiscal year. There is, however, an outstanding indebtedness of $220.18 for bills unpaid.

Respectfully submitted,

EUGENE A. PHILBIN,

Chairman.

REPORT OF INVESTIGATION

OF THE AFFAIRS AND MANAGEMENT OF THE NEW YORK STATE SOLDIERS AND SAILORS' HOME AT BATH, MADE BY THE COMMITTEE ON SOLDIERS AND SAILORS' HOMES, AND APPROVED AND ADOPTED BY THE STATE BOARD OF CHARITIES NOVEMBER 15, 1900. PRINTED, AND TRANSMITTED TO THE GOVERNOR, DECEMBER 14, 1900.

CONTENTS

PAGE

Resolutions approving and adopting report 272
Letter of transmittal to the Governor 272
Charges against the Commandant (summarized) 283
Testimony as to the charges 286
Payment of State moneys during 1897, 1898 and 1899 for the Commandant's personal bills and those of his family and friends 286
Alteration of telephone bills 286
Imposition of fines and the disposition of money received therefor 296
Placing the names of certain persons on the pay-roll of the Home and drawing the wages therefor 297
Misapplication of monthly allowance made by the State for table supplies and groceries 299
Use of the property of the State without accounting for it 300
Employment of Home laundry for the Commandant's own use 300
Refusal to obey resolution of Buildings and Grounds committee 300
Employment of the Surgeon and the Assistant Surgeon for the Commandant and his family 301
Conduct of the Commandant at chapel in February, 1898 301
Statements as to religious belief 310
Personal habits touching the Commandant's competency 310
Conduct towards subordinates and the abuse of inmates 310
Treatment of the Trustees and conduct toward the different committees 310
The habit of using liquor excessively 324
Conduct on the parade ground on or about July 9, 1899 324
Intoxication at depot of Bath and Hammondsport Railroad Company 324
Circumstances under which the charges were made 376
Commandant's record 385
Conditions at the Home 387
Conclusions 390
Relations of the Trustees to the management of the Home 402
Pension fund and its management 403
Post Exchange fund 404
Posthumous fund 407
Belfast street saloons 411
Purchase of supplies 413
Financial management 417
Making and performance of contracts 424
Contract for new reservoir 424
Contract for pipe covering 427
Trustees 429
Appendices 430

Resolutions Adopted by the State Board of Charities at a Special Meeting Held in New York City, November 15, 1900.

Resolved, That the report of the Committee on Soldiers and Sailors' Homes as to the investigation conducted by it in relation to the New York State Soldiers and Sailors' Home at Bath, Steuben county, New York, be and the same is hereby approved and adopted by the Board.

Resolved, That a copy of said report, with a copy of this resolution appended thereto, be forwarded to the Governor, and that the Secretary be and he is hereby authorized to make such distribution of said report as he may consider best calculated to further the objects for which the investigation was conducted.

STATE OF NEW YORK:

STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, N. Y., *December* 14, 1900.

Hon. THEODORE ROOSEVELT, *Governor of the State of New York, Albany, N. Y.:*

Dear Sir.—By direction of the State Board of Charities, I have the honor herewith to transmit to you the report of the investigation into the management of the New York State Soldiers and Sailors' Home at Bath, made by the Committee on Soldiers and Sailors' Homes, of this Board, in compliance with your request, and approved and adopted by the Board, November 15, 1900. Also a copy of the testimony and the record of the proceedings upon such investigation.

Respectfully yours,

ROBERT W. HEBBERD,

Secretary.

REPORT.

ALBANY, NEW YORK, *November* 15, 1900.

To the Honorable the State Board of Charities:

Your Committee on Soldiers and Sailors' Homes, to whom was assigned the duty of making an investigation on behalf of the Board of the affairs of the New York State Soldiers and Sailors' Home, does respectfully report:

The inquiry was undertaken by the Board pursuant to a request by the Governor of this State, the Hon. Theodore Roosevelt, conveyed by two communications dated the 19th of August and 9th of November, 1899, respectively. The first of these letters stated that various charges and counter-charges had been made regarding the Home and that it was evident there must be an investigation into its management. The Governor expressed the desire that representatives of the Comptroller's and Attorney-General's departments should attend the proceedings. Attention was particularly directed to the charges against the Superintendent, the so-called "Posthumous Fund," and the beef contract.

The second communication recited that a misunderstanding seemed to have arisen in respect to the Governor's desire as to the inquiry, and requested that it be continued and the result reported to him.

This last letter was called forth by the suspension of a preliminary inquiry instituted by Messrs. Robert W. Hebberd, Secretary of the State Board of Charities, and Theodore P. Gilman, Deputy State Comptroller, those gentlemen having been given to understand that the Governor desired all proceedings suspended.

On the 27th of November, 1899, the trustees of the Home and other persons likely to be interested, were notified by the Secretary of the proceedings of inquiry about to be begun by the

Board and their co-operation invited. Copies of the letters above mentioned are annexed to this report. (See appendices I, II and III.) The first session of your committee was held on the 5th day of December, 1899, at the headquarters of the Home at Bath.

Before discussing the facts brought out by the evidence as to the management, the history of the establishment of the Home, its organization and the legislation affecting it will be reviewed.

The Home was created under the auspices of the Grand Army of the Republic and incorporated in the year 1876 (Laws 1876, chapter 270). That organization collected a large sum of money for the purpose, and secured the donation from former Comptroller Davenport of land in Bath, approximating in value about $22,000. With contributions made about the same time by the residents of Bath, amounting to some $20,000, more land was purchased so that the Home now covers about six hundred acres. Three buildings were erected with the moneys originally collected by the Grand Army of the Republic. John Palmer was a member of the committee having the creation of the Home in charge, and was a member of the first Board of Trustees. He continued a trustee until the month of April last, when his last term of office of three years expired.

In the year 1878, the Home, pursuant to an act of the Legislature, became a State institution (Laws 1878, chapter 48). It was then known under the corporate title of the "Grand Army of the Republic Soldiers and Sailors' Home." This act authorized and empowered the trustees to convey and transfer its property to the State of New York, and made provision for the establishment and maintenance of the Home as a State institution. The Board of Trustees was to consist of the Governor and the Attorney-General of the State, *ex-officio*, and nine reputable citizens of the State. It was to be formed of different classes as to terms of office, ranging from one to three years. The appointments were to be made by the Governor by and with the advice and consent of the Senate.

The trustees received no compensation for their services, but were to be allowed actual traveling and other necessary expenses

incurred in attending meetings or otherwise discharging their duties. Their Secretary was to be selected by them from among their number and was to receive a sum not to exceed $250 per annum for his services, the amount to be fixed by the Board and to be approved of by the State Comptroller.

The act expressly provided that no trustee should have any pecuniary interest direct or indirect, under penalty of being deemed guilty of a misdemeanor and liable upon conviction to a fine of $500 or imprisonment in a county jail not exceeding three months, or both, in the discretion of the court. This salutary provision was omitted in an act passed in the year 1893, and to which reference is later made herein.

The Board of Trustees was given power to make necessary contracts subject to the approval of the Comptroller and within the appropriations made from time to time by the Legislature. Power to establish rules specifying the duties of the officers and for the admission and government of the members of the Home was given; also to take security in their name by way of bond or otherwise, for the faithful performance of duties by any person appointed or elected by them and for the true accounting of all moneys or property received by such persons on account of the trustees.

The requirements for admission to the Home were as hereinafter set forth in connection with the act of 1893.

The act further provided that a President and Treasurer should be elected by the trustees from among their number, and also an executive committee. The Board when organized was to be known as the Board of Trustees of the New York State Soldiers and Sailors' Home.

In the year 1879 by chapter 407, of the Laws of that year, power was given the trustees to transfer any soldier or sailor who had been regularly admitted and who should be found insane, to a State lunatic asylum upon the order of their president and secretary and the superintendent of the Home, the person so transferred to be maintained at the expense of the latter institution.

The act of 1878 above mentioned was repealed by chapter 227 of the laws of 1893. This last enactment was a codification and revision of existing statutes relating to public buildings, and is known as chapter 14 of the general laws. Article four of that chapter relates to the Home.

It will thus be seen that the law of 1878 has ceased to have any application to the Home and it is only referred to in order that the circumstances under which the Home became a State institution may be set forth.

The act of 1893 provides that the Home shall be known as the New York State Soldiers and Sailors' Home, and shall continue to be under the management and control of a Board of Trustees consisting of eleven members as provided in the act of 1878, except that the classification as to terms of office is abandoned and the trustees hold office for three years. The powers of the trustees are as in the act repealed. The provision of the act of 1878 which makes it a misdemeanor for a trustee to derive any benefit from a contract with the institution is not re-enacted.

The following are the requirements as to admission to the Home: Every honorably discharged soldier or sailor who served in the army or navy of the United States during the late rebellion, who enlisted from the State of New York, or who shall have been a resident of this State for one year preceding his application for admission, and who shall need the aid or benefit of such Home in consequence of physical disability or other cause within the scope of the regulations of the Board, shall be entitled to admission thereto, subject to the conditions, limitations and penalties prescribed by the rules and regulations of the Board.

It will be observed that according to the foregoing section soldiers or sailors who have served in any war subsequent to that of the Rebellion are not entitled to admission to the Home.

By an act of Congress in 1888 (L. 1888, ch. 913), it was provided that all states or territories which had established, or should thereafter establish, State homes for disabled soldiers or sailors of the United States who served in the War of the Rebellion or any previous wars, who are disabled by age, disease or

otherwise, and by reason of such disability are incapable of earning a living, provided such disability was not incurred in service against the United States, should be paid for every such disabled soldier or sailor who may be admitted and cared for in such home, at the rate of one hundred dollars per annum. It is further provided that the number of persons to be so cared for shall be ascertained by the Board of Managers of the National Home for Disabled Volunteer Soldiers under such regulations as it might prescribe. The respective homes, however, to remain under the states or territories. Payment to be made quarterly by the said Board of Managers.

There does not seem to be any good reason why the usefulness of the Home should be so limited to the veterans of the War of the Rebellion, or earlier wars, and those who have performed honorable service in the Indian troubles, the war with Spain, or upon other occasions, should be excluded.

Pursuant to the authority conferred, by-laws and rules were made, and those in existence at the time of the investigation will be briefly described.

The regular meetings of the Board were fixed for the second Thursdays of February, May, August and November, the February meeting being the annual meeting.

The president, vice-president, secretary and treasurer were to be elected at the annual meeting, and were to hold office until their successors were elected. The first three were assigned no duties beyond those usually performed at meetings by such officers except as hereinafter noted. The treasurer was given the custody of moneys received for the support and maintenance of the Home. He was to pay no voucher unless the same was "certified and payment ordered by at least two members of the executive committee, or upon the order of the Board, signed by the president and countersigned by the secretary." The testimony will show that this provision was not complied with.

The requirement that the treasurer should deliver to the Board, at each regular meeting, a statement showing the condition of each fund in his possession, and the balance on hand at the date

of said statement, the same to be filed and remain in the possession of the secretary, was likewise not observed.

A bond by the treasurer, with at least two sureties to be approved by the Board was required. The sum to be fixed by the trustees, and the bond to be filed with the secretary.

In addition to moneys received for the use of the Home, the treasurer was charged with the custody of the pension moneys coming to the members, the rules providing that the applicant for admission should file with his application a consent or agreement to transfer to the Commandant, the pension money received by him. The funds so paid were to be deposited with the treasurer subject to the disposition of the Board.

The trustees created three standing committees, designated as follows: Executive, on Buildings and Grounds, and Finance. The first was to constitute a permanent body for counsel and direction, and was vested with the full powers of the Board as to all matters not otherwise ordered or determined. The second was to care for and maintain a general supervision of the property of the Home and keep it in repair.

The Finance Committee's duty was to examine the books and vouchers in the Commandant's office prior to each regular meeting; also the treasurer's books. An estimate of the amount necessary for the ensuing fiscal year was to be submitted by this committee and the Commandant, at the November meeting of the trustees. The other provisions of the by-laws are not of sufficient importance to demand recital, except as occasion may arise, in discussing the testimony herein.

The by-laws further provide for the following officers of the Home, viz.: Commandant, adjutant, quartermaster, surgeon, assistant surgeon, engineer, inspector, and such subordinate officers as the Commandant might appoint, subject to the approval of the trustees. All of the officers above named were to be appointed by the Board and hold office during its pleasure, and the salaries were to be fixed by the Board. The Commandant was given charge of all the accounts of the Home, and the direction of the purchase of all supplies, and the procuring of labor and material.

He was obliged to render at least quarterly, a full and detailed account of all its receipts and expenditures. He was required to reside upon the grounds and was provided with a residence. He was, in short, made the executive head of the Home, with power to suspend the other officers subject to action by the Board. It was also provided that he should keep certain statistical records.

With the exception of the surgeon, the duties of the other officers are not prescribed, it being provided that they should perform such duties as the Commandant should specify.

The surgeon was to be a competent physician and surgeon, duly licensed under the laws of this State. He was required to reside at the Home, and devote his full time and service to the discharge of his duties. Weekly examinations as to the sanitary conditions were required to be made by him, and suggestions touching the health and the condition of the Home made to the Commandant; also as to the police system.

The rules made by the trustees relate chiefly to matters of discipline and the conduct of the members.

The method of discipline is, generally speaking, left to the Commandant. For the violation of two sections, one of which requires strict courtesy from members toward officers and one another, sobriety and obedience, while the other forbids profanity, vulgarity and quarreling, the Commandant is authorized to confine the culprit for a period not exceeding twenty-four hours, and in case of continued misconduct to dishonorably dismiss the offender from the Home.

The bringing of liquor into the Home subjects the guilty person to summary dismissal. Power to expel members is also given the Board of Trustees and the Executive Committee.

Re-admission to the Home may be obtained only by approval by the Board of Trustees.

It is further provided that a member may be discharged from the Home whenever the Board or the Executive Committee shall be satisfied he has sufficient means or ability to support himself.

The trustees of the Home at the time of the initiation of the

investigation, the year of original appointment and the offices held by them were as follows:

The Governor, *ex officio.*
The Attorney-General, *ex officio.*
John Palmer, 1878.
Frank Campbell, treasurer, 1887.
Horatio C. King, vice-president, 1894.
Otis H. Smith, secretary, 1895.
J. Monroe Shoemaker, 1896.
Daniel E. Sickles, president, 1897.
Joseph P. Cleary, 1897.
Hotchkiss S. Finch, 1897.
George R. Sutherland, 1897.
The other officers of the Home were as follows:
Charles O. Shepard, commandant.
Azariah C. Brundage, adjutant.
Patrick J. O'Connor, quartermaster.
Ten Eyck O. Burleson, surgeon.
Arthur D. Shellman, assistant surgeon.
C. C. Cornwell, engineer.
Samuel M. Morgan, inspector.

All of these officers with the exception of the surgeon and assistant surgeon and engineer, acquired their respective positions in the year 1897. Surgeon Burleson was first elected in the year 1890, and held office continuously since that time. Assistant Surgeon Shellman and the engineer were appointed during the year 1899.

In addition to the above there are also the chaplain and cashier, who, although not among the enumerated officers, yet must really be considered as such.

Reverend John J. Arnaud has held the former office since March, 1899, and William E. Howell has been cashier since about the year 1893. He has yearly the actual handling of upwards of one hundred thousand dollars, consisting of pensions and other funds.

Such other pertinent facts as may relate to the organization of

the Home and the compliance with the various statutes, by-laws and rules will appear upon a consideration of the circumstances shown to exist by the investigation.

Your committee held hearings at Bath on the 5th, 6th and 7th of December, 1899, and 3d, 4th, 5th, 6th, 16th, 17th, 18th and 19th of January, 1900; at Albany on the 13th, 14th, 15th and 16th of February; and at Buffalo on the 27th and 28th of February, 1900.

The sessions at Albany were made necessary because of the inability of certain witnesses who were members of the Legislature to attend the hearings elsewhere, also to obtain some documentary evidence on file in that city.

The hearings were held in Buffalo because of the illness of Dr. Park, a witness offered by Commandant Shepard, and to meet the convenience of other witnesses residing in that city.

For the most part three sessions a day were held, the committee generally sitting at night, in order to close the inquiry as soon as possible and to meet the convenience of many of the seventy-five witnesses examined during the proceedings. There was also inspected large quantities of documentary evidence.

The proceedings were conducted under section 12 of chapter 546 of the Laws of 1896, which reads as follows:

"The Board may direct an investigation, by a committee of one or more of its members, of the affairs and management of any institution, society or association, subject to its supervision, or of the conduct of its officers and employes. The commissioner or commissioners designated to make such investigation are hereby empowered to issue compulsory process for the attendance of witnesses and the production of papers, to administer oaths, and to examine persons under oath, and to exercise the same powers in respect to such proceeding as belong to referees appointed by the supreme court."

Section 8 of the same act provides that the Board "may issue subpoenas, which, when authenticated by its president and secretary, shall be obeyed and enforced in the same manner as obedience is enforced to an order or mandate made by a court of record."

Section 9, which relates to the powers and duties of the Board, that it shall "Investigate the management of all institutions made subject to the supervision of the Board, and the conduct and efficiency of the officers or persons charged with their management, and the care and relief of the inmates of such institutions therein or in transit."

A resolution was duly adopted by the Board directing the Committee on Soldiers and Sailors' Homes to make the investigation in question. The committee is pleased to say that its authority to conduct the proceedings under the statute was never doubted by the persons interested therein, and although the forms of affidavits and other papers required in contempt proceedings were drawn and ready for use, no occasion demanding them arose.

As above stated, the proceedings were begun on the morning of the 5th of December, 1899, at Bath. On that occasion, besides your committee, there were present: President Stewart, the trustees of the Home, with the exception of Messrs. Sickles and Palmer; Deputy Comptroller Gilman; Deputy Attorney-General John C. Coyne; Charles O. Shepard, Commandant of the Home, and the Secretary of your Board. Mr. Stewart was not present officially, but took occasion to make his annual visit to the Home at this time. The committee was thus able to have the benefit of his advice at the inception of the proceedings. A change had been made necessary in the formation of the committee owing to the departure of Commissioner Rosendale for Europe. His plans had been made before the Governor requested the investigation to be made, and could not be altered. Commissioner Putnam was appointed to the committee by the president to act in his place and Commissioner Philbin was requested to act as chairman.

The regular stenographer of the Board, Karl F. Colson, transcribed the minutes of the proceedings throughout, and was first duly sworn.

The committee opened the proceedings by stating the object of the meeting and the desire of the Governor. It was further stated that the committee had decided that no attorneys should take part

on behalf of persons interested in the proceedings and that the press should be excluded, the Governor having requested that the proceedings should not be made public. It was announced, however, that the attorneys might attend the proceedings and make any suggestions they saw fit to the committee after the hearing and could also make arguments or submit briefs at the close of the proceedings. The trustees present, with the exception of General King, demurred to these requirements, but the committee felt unable to change its decision, notwithstanding a lengthy argument by Attorney Monroe Wheeler, who appeared on behalf of certain trustees, and a protest by Attorney John F. Little, who appeared for Commandant Charles O. Shepard.

The letters from the Governor, and the Secretary of the State Board of Charities were read and the persons present informed that all desiring to present charges for investigation must do so in writing.

As the responsibility of conducting the inquiry rested upon the State Board of Charities, the Commissioners felt it their duty to interrogate the witnesses themselves and upon such lines as they saw fit. It was understood, however, that Mr. Coyne was at liberty to ask such further questions as he desired, and he and Deputy Attorney-General Mason acted accordingly throughout the proceedings. Attorney-General Davies also attended one of the sessions and interrogated witnesses.

In accordance with the request of some of the trustees, an adjournment was taken to the afternoon, to permit written charges to be prepared.

THE CHARGES AGAINST THE COMMANDANT.

On the re-assembling of the committee, charges against Commandant Shepard were filed, and subjoined to these were the names of 34 proposed witnesses, followed by a statement that other persons might be produced. These charges were signed by Trustees Campbell, Cleary, Finch, Sutherland and Smith. A copy of the paper so filed is annexed to the report. (See appendix.) That part relating to the charges has been abstracted, and for

convenience of reference, the items numbered. The abstract is as follows:

I. Payment of State moneys during 1897, 1898 and 1899, for his personal bills and his family and friends, for freight, telegraph, telephone, express and transportation charges.

II. Alteration of telephone bills.

III. Imposing fines and disposition of the money.

IV. Placing names on roll and drawing money himself during 1898.

V. Misapplication of monthly allowance made by State for table supplies, etc.

VI. Employment of Home laundry.

VII. Employment of surgeon and assistant surgeon for himself and family.

VIII. Refusal to obey resolution of Building and Grounds Committee as to laundry.

IX. Conduct at chapel, February, 1898.

X. Statements as to religious belief. Public interview in Steuben *Farmers' Advocate.*

XI. Personal habits touching his competency.

XII. Habit of excessive use of liquor.

XIIA. Conduct on parade ground on or about July 9, 1899.

XIII. Conduct towards subordinates and abuse of inmates.

XIV. Intoxication at depot B. & H. R. R. Co. in fall of 1898.

XV. Use of property of State without accounting for same.

XVI. Treatment of trustees and individual members. Conduct toward different committees.

XVII. Connection with posthumous fund account. His relations to newspaper articles concerning same.

XVIII. Political influence controlling performance of his duties.

The committee felt that in order to avoid all possible question it was necessary that the witnesses offered should for the most part be interrogated as to each item separately although the complaining trustees in some cases said the witness had knowl-

edge as to certain charges only. The adoption of this course frequently avoided the necessity of recalling a witness when Commandant Shepard's defense was presented. The procedure followed, with that exception, was substantially that laid down by the trustees.

Notwithstanding this, the local press continually attacked the committee and accused it of the intention to "whitewash" Mr. Shepard. This unfriendly attitude was doubtless due to a feeling against Mr. Shepard and sympathy with those who sought to benefit the locality at the expense of the Home notwithstanding his efforts to the contrary. It is not unlikely that it was hoped the committee would be deterred from making a report favorable to Mr. Shepard, if the facts warranted it, by the fear that it would be charged that they had shown undue partiality and bias in his behalf.

The committee felt under the strongest obligation to submit the witnesses in support of the charges against Mr. Shepard to the closest cross-examination, in view of the fact that he had no attorney present to perform that office. Simple justice demanded that if he were proven guilty by such testimony, it should only be after it had been tested in the most thorough manner. This plain duty on the part of the committee was not appreciated by those opposed to the Commandant, who seemed to feel that the witnesses should be allowed to make the most general statements without being required to state their grounds for the same. Trustees Campbell, Smith and Finch were in almost constant attendance, and Trustee Campbell evinced extraordinary interest in the testimony being given.

These few details give but a slight idea of the atmosphere in which the investigation was conducted and of the occasion for the great care the committee felt called upon to exercise during the proceedings, in order that its perfect impartiality might be evident to those who, for reasons peculiar to themselves, were hostile to it. The method of questioning witnesses followed by members of the committee was intended to bring out the information in a purely informal manner, so that the witness would

not feel embarrassed by strictly legal rules of evidence, but on the contrary be at liberty to state in his own way what he knew. The committee would say, for example, that they would prefer to have the witness state only such matters as were within his own knowledge, but that he must not feel restricted in any way in giving information which he thought would be of service to the committee in its inquiry. At the end of each examination the witness was invited to make any further statement he desired.

Although no one was admitted to the hearing except the witness under examination, the trustees, Messrs. Coyne, Gilman and Hebberd, incorrect versions of the proceedings daily appeared in the local and nearby press. As these accounts were invariably unfriendly in tone to Mr. Shepard the committee drew its own conclusions as to who furnished the information, but was unable to fix the responsibility upon any one and exclude him from the sessions for violation of the rule established. To such extent was the testimony mis-stated and distorted adversely to the Commandant that the committee felt that justice demanded that when his defense was put in, the press should be admitted.

The Governor was accordingly informed of the situation and asked to withdraw his request that the testimony be not given out until filed with him. He at once consented to do so and the press was thereafter admitted. It is proper to say that Messrs. Smith, Finch, Cleary and Campbell, as well as the other trustees and persons present, repeatedly and explicitly denied having given any information to the press.

THE TESTIMONY AS TO THE CHARGES AGAINST COMMANDANT SHEPARD.

The first and second of the items above enumerated were regarded as two of the most serious charges made; they constitute one item, however, as they rise out of the same set of circumstances.

I. *Payment of State moneys during* 1897, 1898 *and* 1899 *for his personal bills and those of his family and friends.*

II. *Alteration of telephone bills.*

As the circumstances upon which this item is based were discovered by Trustee Smith, his testimony will be reviewed first. In this connection it is desirable that some explanation of the method of approving bills against the institution should be made.

The following information is taken from Mr. Smith's testimony:

As is customary with State accounts, vouchers containing an affidavit and certain formal information were prepared in triplicate and returned with all bills rendered, to be filled out before payment by the creditor of the State, who also then receipted for the amount claimed. The papers were thereupon to be approved by the Executive Committee, and the amount due forwarded by the treasurer, Mr. Campbell. The Executive Committee consisted of Trustees Sickles, of New York; Palmer, of Albany; Smith, of Bath; Shoemaker, of Elmira, and Finch, of Richford. Before coming to the committee for approval, the voucher had to be passed by the head of the department in the Home to which the bill related and later by the Commandant. As a matter of fact the practice was for the vouchers after passing the proper officers to be approved by Mr. Smith only, prior to payment by the Treasurer and no action was taken by the committee. (Smith, 1139 to 1141.) Mr. Campbell testified that he paid on Mr. Smith's signature alone. He explained that the members of the executive committee living so far apart, and Mr. Smith living in Bath, there had been a sort of an understanding that if Mr. Smith approved the other members would do so. Two other signatures were placed on the vouchers before they were sent to the State Comptroller's office, after payment by the Treasurer.

The fact that Mr. Smith was at one time employed as a bookkeeper in the Home (Smith, 1147) naturally gives his testimony on this item of accounts much weight. His information on this subject was obtained from papers and vouchers connected with the Home. The suspicion was first awakened in or about March, 1899, by a voucher of the New York and Pennsylvania Telephone and Telegraph Company for the months of December, 1898, and January, 1899, and which came to him for approval. The fact

that it had been delayed in submission to him attracted his attention, and the amount of something like $108 for only two months further suggested doubt. He asked Mr. Shepard about the bill over the telephone and the latter seemed to resent the inquiry. He, however, a few days later sent Mr. Smith an itemized bill of the telephone company with many erasures on it. Mr. Smith took the bill to the company and asked that it be made to conform to its books by inserting in lead pencil what had been erased. Upon that being done some of the items appeared to be for Mrs. Shepard, the wife of the Commandant, and Mr. Smith thereupon refused to approve the bill (Smith, 1148-1149).

This incident suggested to Mr. Smith the advisability of making further inquiry, and he convinced himself that the Home had within a year paid something like $220 of the Commandant's personal bills in the way of express, telephone and telegraph charges. He made an itemized statement showing that result. Mr. Smith pursued his investigations further and with the best knowledge he could get found items amounting to over $700 which, in his opinion, were the Commandant's private business, but later said the amount might be between $300 and $400. He was asked to refer to the records that would show these facts, and in answer mentioned the bills for such charges and freight on file in the Home. A request was made by the committee for dates, so that the inquiry could be facilitated, and the witness said each and every month during the three years of incumbency of Mr. Shepard. He was requested to state how he arrived at his opinion as to the irregularity of the items. He said by scrutinizing the bills and the names thereon, the latter being those of persons with whom the Home was not dealing, and also the appearance of Mrs. Shepard's name. The character of the goods, such as wine or flowers, for which express or freight charges were made was a further ground for his opinion. Mr. Smith admitted that both of such articles were occasionally purchased for the Home, but the appearance of the name of Mrs. Shepard in the instances in point gave grounds for suspicion. All of Mr. Smith's accusations on this charge were submitted to the Board of Trust-

ees at a meeting and no action was taken against the Commandant, but the bills questioned directed to be audited. He later testified that a memorandum of certain items that had to him a suspicious look was prepared by him and submitted at a meeting of the Board. It was referred to the Executive Committee, of which he was a member. The committee had as yet taken no action (S., 1229). The witness declared his inability to give any information as to the transportation item of the charges except in relation to two certain occasions when Trustee King invited to the Home persons whom he thought ought to be entertained.

The practice as to furnishing transportation for the trustees, Commandant or Adjutant was to issue orders upon the Delaware, Lackawanna and Western Railroad Company or the Erie Railroad Company, which entitled the bearer to passage without payment of fare or upon payment of half fare, as the order might specify. The company would later collect the amount of the fare from the State in cases where no fare had been paid, so that the latter in each such case furnished free transportation. The bills of the company would follow the usual course and be paid upon Mr. Smith's audit, which was given simply on the certificate of the Commandant and Adjutant and without examination of the orders returned by the companies. Mr. Smith always reimbursed the State when he availed himself of such accommodations on personal business. The witness further recalled a visit to the Home made by a certain Colonel Welch and about ten or fifteen other persons from Buffalo, and said their dinners were paid for at the hotel in Bath. Mr. Smith supposed they came on the invitation of the Commandant and thought the expense was met out of the "Post Fund," so called, and to which reference will be made later herein. He had no knowledge beyond a recollection of seeing some such items in the "Post Fund" account. He never brought the matter to the attention of the Board of Trustees or apparently felt called upon to make any special inquiry.

Mr. Smith, on being asked for further information on this item of the charges, said there were certain expenditures in relation

to fitting up the Commandant's house which were unauthorized by the Board. The amount involved was something over a hundred dollars. The bill was passed by the witness, although in his opinion not correct (S., 1158-1170).

The next witness to be taken is Quartermaster Patrick J. O'Connor. In his custody the freight, telephone, telegraph and express vouchers were kept. He stated that the freight bills in his office would show that household furniture belonging to the Commandant was transported at the expense of the State at the time he was moving to the Home, in May or June, 1897. The witness was unable to give further information as to such charges without the papers on file in his office. He said that telephone and telegraph items for the Commandant had been paid for by him since February, 1897. As an illustration of the telegraph charges wrongfully made against the State, the witness mentioned a number of messages sent to Albany to a person named "Boyle." His familiarity with the Home's business satisfied Mr. O'Connor that there could be no connection by a person of that name with its affairs, particularly as the person was a woman engaged in dressmaking business.

The witness further testified that the Commandant commenced charging his personal items of freight, etc., to the State upon his taking charge of the Home and continued to do so down to February, 1899. He told witness that he would submit the matter to the Board and if it was unwilling to allow such charges he would pay them himself. On one occasion in the second or third month after so taking charge the witness called Mr. Shepard's attention to a telegraph bill of $58, which apparently contained some of his personal items. He was requested to ascertain the amount of the same, but could not do so. Mr. Shepard subsequently paid ten dollars in settlement of the items. Notwithstanding having so stated the witness immediately testified that he did not know of the Commandant ever refunding a cent to the State on account of such personal items (O'C., 67-98).

Trustee Shoemaker testified that Trustee Smith brought a bill before the Board which he stated he had refused to audit because

it contained items that should be paid by Mr. Shepard, and that the whole matter of such personal charges was taken under advisement by the Finance Committee, which had never reported (S., 123 to 127).

Frederick McConnell, a clerk in the quartermaster's office, testified he had been so employed for about six years. He said the bills had passed through his hands, and that he could produce many that should have been paid by Mr. Shepard personally. He was instructed to do so. Trustee Smith, who was present, agreed to furnish the witness with certain dates that would enable him to comply with the committee's instructions (McC., 1662-1701).

Witness later produced vouchers covering a period from March, 1897, to January, 1898, and stated that he understood all the items questioned were embraced within that period, except possibly some express bills for goods sent to New York to Trustee Sickles. The number of vouchers so produced was so large that it was agreed by the committee and Messrs. Coyne and Campbell that Mr. McConnell should enclose in envelopes all those bills he thought should have been paid by Mr. Shepard, and that the latter should after examination mark on each envelope his admission or denial of the items represented. Testimony could be then given by McConnell as to items denied (McC., 1875-1883).

The station agent of the Erie Railroad Company testified that from about August, 1899, a separate account was kept of all freight and express charges payable by Mr. Shepard (F., 1773-1784).

The testimony of Jennie Davison, who was employed in the telephone company's office for fifteen years next preceding the 15th of October, 1899, was taken. She mentioned an instance where there was a dispute as to whether Mrs. Shepard had telephoned to a Miss Briggs, at Buffalo.

On some occasions she would inquire from Mrs. Shepard as to whether the messages were personal or State matters, and would ask for similar information as to bills about to be sent by the company to the Home.

The witness further testified that bills were rendered monthly to Mrs. Shepard, and averaged about two or three charges (D., 1785-1796).

Herman A. Tingley, manager of the Western Union Telegraph Company's office at Bath, was examined, and testified that he had held that position since the year 1892. He stated that since April, 1899, he had rendered bills for telegrams to the Commandant personally. Prior to that time the latter had had no personal account. The bills for the period since April, 1899, were considerably less than before that month—about half or about fifteen dollars per month. Before April, 1899, they had on one occasion amounted to sixty-five dollars for the month. Since April the Commandant's personal bills had averaged about two dollars per month (T., 1796-1806).

George H. Parker, the agent at Bath for the United States Express Company and for the Delaware, Lackawanna and Western Railroad Company, testified. He stated that from the beginning of Colonel Shepard's administration all bills were sent to the Quartermaster until July or August, 1899, when Mr. Shepard directed that charges against him be billed to him personally. When asked to give an estimate of the amount of freight and express items for the Commandant personally and charged to the Home the witness said he would say perhaps eight or ten express packages monthly and not much freight. He referred to the bills rendered and which should be on file in the Home for the information desired. The witness said that the Commandant had been in the habit of sending by express two boxes per month on the average to Trustee Sickles and the charges were included in the State's bill. The boxes apparently contained five or six dozen of eggs.

John F. Parkhurst, 2d, testified that he had been employed as bookkeeper in the Quartermaster's office for about three years. He said that in regard to the telephone bills of December, 1898 and 1899, he had been requested to visit the company's office and make a copy of the bills upon which the erasures testified to by Mr. Smith had been made. That Mr. Shepard had requested him

to make certain erasures thereon and he had done so, erasing the word "Mrs." before "Shepard" and "Mrs." before "McAlpine." He further said that he had seen bills in the Quartermaster's office for freight from Buffalo and that the character of the goods mentioned satisfied him they were for Mr. Shepard's personal use and not for the Home. The witness had no further information upon the item now under consideration, it appearing that the witness McConnell was in charge of such matters in the office (P., 507-521).

The President of the Board of Trustees, General Sickles, also testified as to this item of the charge. He said the matter was brought to his notice in the early part of 1899 at a meeting of the Board by Trustee Smith, who handed a memorandum to the Board. It contained a number of charges for telephone and telegraphic messages, express items, etc., which Mr. Smith stated were personal matters of the Commandant. The matter was referred to the Executive Committee by the Board to investigate and report. The witness requested that the memorandum be sent him as chairman of that committee, but Mr. Smith, the secretary whose duty it was, did not do so notwithstanding General Sickles wrote him several times for the paper. He received only one reply, which he considered impertinent. In August, 1899, after the foregoing occurrences and at the next meeting of the Board, the matters set forth in the memorandum were included with many other charges against the Commandant and submitted in writing to the Executive Committee. They recovered 30 to 40 sheets of typewritten paper and were presented by Trustee Palmer.

The witness held that the committee could only take the original charges expressly referred to it by the Board as above stated. He was overruled and then suggested the whole matter be brought before the Board after having the charges signed by the persons making them. The committee took a recess without taking any action and none was taken at the Board meeting which immediately followed. General Sickles spoke to Mr. Shepard about the matter and was told that it was quite possible there might have been charges made against the State for mat-

ters that should have been paid by him personally, but that if it were so it occurred only through inadvertence and that he was ready at any time to reimburse the State (S., 339-350).

The Commandant was examined as to this item of the charges and testified.

He admitted that there might have been bills for express and freight and the other items mentioned paid by the State which included personal matters, but it was due to inadvertence or carelessness on his part and not to an intention to defraud the State. He said that Mrs. Shepard had more knowledge as to such matters as she more frequently used such facilities and not being familiar with business affairs did not realize the necessity of keeping personal items distinct from Home affairs. She also paid all local bills, which would include freight and express charges, with money given her by Mr. Shepard for that purpose. He therefore had no knowledge as to whether such charges were paid.

He further stated that with regard to the telephone and telegraph facilities he had considered he had a right to their use at the expense of the State and gained that impression from statements made to him as to the conduct of his predecessor in that regard. That he had been so told by the Sergeant-Major. He discovered his error in the spring of 1899, since which time he had paid for all personal business.

The witness explained as to the alteration of telephone bills by saying that the change as to Mrs. McAlpine's name was made because the appearance of the prefix "Mrs." gave the impression that it was a personal matter between Mrs. Shepard and that lady, who was the former's step-mother. The communication did take place, but it was in relation to the repairing of a range in the Commandant's house and Mrs. McAlpine was asked to send a mechanic for that purpose. Mr. Shepard did not know the range man's address. The telephone communication with a Mrs. Briggs by Mrs. Shepard was also stated to be on State business, the former being a daughter of State Comptroller Morgan and Mr. Shepard having requested his wife to ascertain his whereabouts. He desired to see Mr. Morgan on Home affairs. The pre-

fix before the name "Briggs" was also erased by Mr. Parkhurst by Mr. Shepard's instructions. The latter further testified that those were the only two occasions when he directed the bills to be altered and that if other erasures were made he knew nothing of it. He felt justified in making the alterations for although as originally written they conformed to the facts, yet a wrong impression was given as to the circumstances under which the communication was had.

He also said on this subject that the company frequently charged telephone messages from headquarters as a charge against him when he had nothing to do with them. The telephone bills were produced and the witness further examined as to them. He admitted that four messages, amounting in all to $2.95, might have been for his personal use, although it was equally as likely they were for State business.

With regard to erasures on such bills, it appeared on examination of the exhibits that alteration had been made as to items in which Mr. Shepard could apparently have no interest, as for instance charge reading: "Shoemaker, Elmira Campbell, .35," there being an erasure in connection with "Shoemaker", also "Qm. Hayte, Corning .25" the word "Hayte" being written over an erasure.

In accordance with the understanding arrived at when Mr. McConnell was on the witness stand, and hereinbefore mentioned, the express and freight vouchers questioned were handed to Mr. Shepard for inspection. He testified that such vouchers came from the quartermaster, in the usual course with the latter's "O. K.", and were then approved by him also. He suggested that if the present quartermaster had followed the practice of his predecessor, of calling the Commandant's attention to bills he thought embraced other matters than State business, the present claim would not have arisen. As to this it will be remembered that Quartermaster O'Connor testified that he spoke to Mr. Shepard about such charges in the beginning, as to certain freight and express matter for Mr. Shepard personally, and that the latter had said he understood the State would pay the bills, but he would speak to the trustees.

This apparent difference in the testimony may be reconciled by Mr. Shepard's further statement, that he believed the State intended to pay expenses incurred in moving his effects to the Home upon taking charge.

The witness admitted that eggs had been sent to Trustee Sickles, and plums and pears to Trustees Shoemaker and King, and the expressage paid by the State. He thought that it was proper that the trustees should have the articles without expense. Fruit was also sent to Trustees Campbell and Smith, but as they lived in the immediate vicinity there was no expressage.

Upon the examination of certain other of the vouchers, the witness found some which might have represented personal matters, because of Mrs. Shepard's name appearing. He was, however, unable to say positively they were not for the State. These amounted to $21.03. He referred to testimony given by Trustee Palmer, that moving expenses were usually allowed to officers upon becoming connected with the Home, and that Quartermaster O'Connor had been allowed $200 by a resolution of the Board (P., 761). He therefore claimed that all of the freight and express charges, except the above amount, $21.03, being for removal expenses, should be paid by the State.

This embraces all the testimony given on the specification of the so-called charges; the conclusions of the committee will follow a similar discussion of all the other material accusations.

III. *The imposition of fines and the disposition of the money received therefor.*

This relates to the discipline of the Home, fines being imposed at the daily court-martial. This tribunal was held by the Commandant every week-day morning, and members who had been guilty of infractions of the rules were brought before him by the police members of the Home. The adjutant acted in the capacity of clerk of the court. On such occasions he kept the offense-book and the pass-book. The former contained the complaints made, and the latter the list of passes or good conduct cards issued to the men. He also kept a record of all fines (B., 389). The latter were collected by deducting the amount

from the wages coming to the offender if he happens to be one of the members employed in the Home, it being customary to employ members for clerical and laborers' work. The quartermaster made the deduction and handed the amount to the Commandant (B., 390). If the culprit, therefore, did not earn wages, no fine could be imposed. The witness did not know of any occasion when the commandant applied the money so received to his own use (B., 396). The sum thus accumulated was used as a relief fund, and applied, for example, to pay traveling expenses of members who might have to go to Elmira or elsewhere to obtain pensions (B., 434). Mr. Shepard said that he had not only accounted for all sums received from this source, but that an examination of the account on one occasion, by either the Board or the Building and Grounds Committee, showed the account was indebted to him (S., 2137). He said he found the fine-system in vogue when he first took charge of the Home, and was then handed a sum of money by Captain Blackman, his immediate predecessor. The fines were entered in a little book and the amounts placed in a drawer. In August, 1899, in compliance with a request of the trustees he rendered an account (S., 2143). Trustee Shoemaker testified that the accounting, as to fines, had been recently gone into by the trustees, and the difference between amounts received and accounted for by the Commandant was very slight, only three or four dollars, he thought. The fine system was stopped (S., 127-128). Trustee Smith testified that he did not accuse the Commandant of any misapplication of the moneys received for fines (S., 1172). As he was the most active in preferring the charges against Mr. Shepard, such a statement is entitled to much weight.

IV. *The placing of the names of certain persons on the pay-roll of the Home and drawing the wages himself.*

The circumstances upon which this item is based were stated by the Commandant to be as follows:

Walter Stewart, one of the persons was employed in the Commandant's household as a butler at fifty dollars per month, and the State paid him only sixteen dollars, Mr. Shepard paying the

difference upon an engagement terminating in September, 1898. In July of that year he was compelled to abandon housekeeping, because of inability to obtain a cook in place of Fannie Cohen, another of said persons. Stewart insisted upon being paid up to the end of the contract and Mr. Shepard advanced him the money, taking an oral assignment of the amount still due from the State, also authority from Stewart to endorse any cheque given by the State for said amount. Mr. Shepard also personally advanced to Stewart the additional sum, over sixteen dollars per month, which he agreed to pay. He, however, only received from the State the wages at the rate and for the term it had agreed through him to pay.

As to the three other servants, they were paid by Mr. Shepard only for the unexpired portion of the month in which they were discharged for the same reason, except the cook, Fannie Cohen, who became incompetent because of use of morphine or for some other cause, and for that reason was dismissed. Mr. Shepard said he paid them also the wages the State had agreed through him to pay, and which was much less in the case of Fannie Cohen than he paid her. He subsequently reimbursed himself as in the case of Stewart, by signing the pay-roll on their behalf and taking the cheques made to their respective orders. He collected the amount of the cheques by endorsing their names, signing his name as attorney.

One of the said persons, Delia Spencer, was employed as a nurse or personal attendant for Mrs. Shepard, who was somewhat of an invalid, and it does not seem that the State should have been called upon to pay for anything except household service in the ordinary sense.

It appears that she was employed at the rate of ten dollars per week, worked for three weeks and received only twenty-one dollars and fifty cents from Mr. Shepard. It does not appear whether he received more or less than that sum from the State on her account, or what wages he agreed to pay on behalf of the State. (S., 2152, 2158 and 2576.) Stewart subsequently testified in corroboration of Mr. Shepard's testimony as to him. (S., 680-686.)

Trustee Smith also testified as to the alleged falsification of the pay-roll. He said the Commandant and his wife took their meals at the hospital from about July first to about September fifteenth, and he understood there were no servants in Mr. Shepard's residence, although the latter and Mrs. Shepard slept there. He expressed doubt as to whether Mrs. Spencer had ever acted as a domestic in the ordinary sense, but believed she was engaged as a nurse to Mrs. Shepard. (S., 1173-1175.)

V. *Misapplication of monthly allowance made by the State for table supplies and groceries.*

The State allowed the Commandant thirty dollars per month for groceries and table supplies and paid bills to that extent for such articles. It is charged that he bought other things, and was therefore guilty of wrong against the State.

Unless it was the understanding that he was to use only so much of that sum as would be sufficient to buy such supplies and the State was to get the benefit of any economy on his part, it is not readily apparent that his purchase of other things and the alleged self deprivation of food was wrong.

Mr. Shepard denied the accusation, except as to one occasion when his wife was away and his residence was closed for a month and a half and he lived at the hospital, but drew the allowance for the period. He said the amount was used to purchase a stock of champagne which he had to have on hand to entertain semi-official guests, including Trustees Campbell and Smith. (S. 2162-2163.)

Trustee Smith testified that it was his understanding that the Commandant should not have used the monthly allowance granted by the State for the purchase of anything save provisions. He could not give any reason for so believing. (S., 1177.) As a matter of fact the committee was impressed throughout the entire proceeding with the omission of the trustees to make that definite and specific arrangement with the Commandant as to his allowances which proper business methods demand. Much of the confusion and misunderstanding as to such matters was due to this omission.

XV. *Use of the property of the State without accounting for it.*

The committee was offered no testimony to sustain this detail of the charges, and Trustee Smith said he did not recall anything of that character. (S., 1215.)

The committee concluded that the specification was made on general principles, with the expectation of being able to furnish instances of misconduct in that regard.

The items numbered above as VI and VIII really embrace the same subject.

VI. *Employment of Home laundry for his own use.*

VIII. *Refusal to obey resolution of Building and Grounds Committee.*

The charge is that the Commandant used the laundry in the hospital for the house linen of his residence, and thereby not only caused great inconvenience to the other work of the laundry by interference with it, but also put an improper expense upon the State. Trustee Smith said that an expense of $40 per month was caused by the employment of a skilled laundryman to operate the apparatus; that although all the hospital work was also done the laundryman would not be necessary if Mr. Shepard's washing were sent elsewhere. (S., 1180-1181.)

Arthur L. Barnum, superintendent of the laundries, testified: That there were two laundries, of which the hospital laundry was one. His duties included a supervision of both places. He said that the Commandant's work, which consisted of household linen only, interfered to some extent with the other laundry work, but did not deprive the other persons of their clothing. (B., 1083-1103.) Mr. Shepard admitted that he had had the household linen done at the laundry, and believed that he was entitled to, particularly because of his frequent entertainment of semi-official guests. The clothing of his wife and himself was done outside of the Home at his own expense. He said the laundryman told him that the doing of the work did not prevent the expeditious performance of the hospital work. The resolution of the Building and Grounds Committee directing that he cease having his laundry work so done was ignored because that commit-

tee had no authority to pass such a resolution. (S., 2164-2170.) The surgeon testified that the Commandant had had his family work done, except shirts and collars, at the hospital, as well as the household linen. He thus flatly contradicts the laundryman, as he did other witnesses upon other subjects. The committee had reason to believe that he was not wholly sincere in his statements because of a feeling against the Commandant.

VII. *Employment of surgeon and assistant surgeon for the Commandant and his family.*

The testimony well established the fact that the use of the services of the surgeons was sustained by precedent and practiced by the trustees and other officers without question.

IX. *The conduct of the Commandant at chapel in February*, 1898.

This item demands careful consideration not only because of its character but also because of the prominence given it by the press.

This incident occurred in connection with the annual visit of the Soldiers and Sailors' Home Committee of the Legislature in February, 1898. The members usually are accompanied by friends, and on this occasion the party consisted of about twenty-five persons. They were entertained, as was customary, by a dinner with wine and cigars, after which the inspection was resumed and the chapel visited. The day was stormy. There was a phonograph in the chapel and the Commandant suggested going there for the purpose of hearing it. The band was also brought there. Some of the guests sang songs or recited into the phonograph and their utterances were reproduced by it. After being in the chapel about half an hour the Commandant, as he alleges, told Dr. Burleson that the guests had better be given some champagne at headquarters, but as the band was playing at the time the doctor probably misunderstood, for he brought the wine into the chapel with the assistance of a young man employed at the hospital. The Commandant left immediately after so telling the doctor and went to headquarters, where he got out glasses and made other preparations to carry out his intention of giving wine. After waiting about

fifteen or twenty minutes for the gentlemen to come he returned to the chapel to ascertain why they did not. He found that the champagne had been opened and was being drank by the guests and others, among whom was Trustee Smith. (S., 2172-2176.) Mr. Shepard was closely examined as to just what he did at headquarters, the number of glasses he set out, their kind and as to other details, but there was no deviation from his statement. He testified that the songs and other features of the entertainment were not of a vulgar character, but consisted of popular subjects. There was no dancing and none of the persons present were under the influence of liquor. The amusement hall was not available, as it had been turned into a dormitory owing to the crowded condition of the Home. (S., 2172-2197.)

Adjutant Brundage, who with Trustee Smith, Doctor Burleson and Quartermaster O'Connor, Sergeant-Major McGuire and Inspector Morgan of the Home were also present, testified that the Commandant directed him to have the band brought to the chapel. That after being in the chapel a while with the party he saw the surgeon and a young man from the hospital bring in some wine which was opened and drank by the company, that the Commandant was present when the wine was drank, that there was no intoxication, although there was a great deal of hilarity. He thought the Commandant was to some extent under the influence of liquor, not drunk but considerably exhilarated. That his condition manifested itself by his being funny, laughing and joking. The chapel had been used before that occasion for the operation of the phonograph for the amusement of the men. (B., 399-403.)

Surgeon Burleson testified that hearing singing over at the chapel he went there from the hospital; that the Commandant met him *about ten or fifteen feet from the entrance to the chapel* and asked if he had any more wine left. He answered affirmatively and was asked to have it sent over to the chapel. On examination by Mr. Coyne the doctor testified as follows:

"Q. Do I understand you to say that Colonel Shepard was in the chapel when he asked you to go and get the wine? A. Yes, sir.

"Q. In the hapel. A. Yes, sir."

Witness re. rned to the hospital and securing the assistance of one Charle Emory and an orderly carried wine, ice and glasses to the chapel. The witness then opened the wine, filled the glasses, and he and the Commandant passed them around and also drank the wine. That more songs and stories followed and some were obscene; that Mr. Shepard told an obscene story (B., 946). He also stated that there was dancing, the Commandant he thought "waltzed or stepped off in that line." He testified that he did not drink any wine after having already testified that "we drank the wine" (B., 942-943). The Commandant also told stories which were vulgar and encouraged others to do likewise; that Mr. Shepard felt his wine to quite an extent and was decidedly under the influence of liquor, his condition being indicated by his being hilarious. The witness admitted that he, too, was hilarious, although not affected by the wine. He said the Commandant was not absent during the time he, the witness, was in the chapel. The phonograph had been in the chapel for about two months and was arranged so that members and visitors could have it operate upon paying five cents (B., 941-949). The statement that there were obscene songs and stories is contradicted by every other witness.

Trustee Smith testified that when Dr. Burleson brought in the wine Mr. Shepard immediately went to him and assisted in taking out the bottles. That the bottles were placed on the steps of the altar and he and Sheriff Faucet sat in a pew and he took a glass of wine but could not say whether or not he drank; he was inclined to think, however, that he did. He further said he might have taken more than one glass. The songs and recitations were not obscene but merely comic and sentimental. When asked if there was any dancing, witness said there was hopping around and that the Commandant and some others did so. Upon his attention being called to the fact that the floor space was almost entirely covered by pews, Mr. Smith said it was not dancing and that he did not know what the committee would call it. It was his impression but he was not "giving it as positive", that there was

more room in the front of the chapel because of the phonograph being there. The witness was asked why, being a trustee, he permitted the persons present to act in the manner they did without rebuke, and answered that he considered the Commandant "pretty juggy, pretty full" and he did not wish to have a scene with him before the Legislative Committee. To the question why he had not presented a matter he considered so serious to the Board at its next meeting, Mr. Smith said that had he done so, certain members called the "Big Three" would have "jumped upon" him. That Mr. Shepard considered him his "dearest foe," that he was his "pet enemy." He said it was at one time contemplated to use the chapel as a reading room for the members during the day, but that no entertainments were given there (S., 1182-1191). The witness stated that the Commandant's condition of intoxication on the occasion manifested itself by "exuberance of animal spirits and so on". That his impression was that Mr. Shepard recited a piece, and that indicated the influence of liquor. Witness said he, witness, might have drank on the occasion and might not, he could not say whether he did or not (S., 1182-1191 and 1209).

Quartermaster O'Connor testified as to this incident:

That he with the inspector dropped into the chapel when it was almost all over. That the party had wine and cigars and seemed to be generally enjoying themselves (O'C., 81).

The testimony of Inspector Morgan was that he was one of the guests at the dinner that preceded the chapel incident. That he and the quartermaster went to the chapel after the party had been there some time and were too late to get any wine. That the band was playing and there was singing and recitations; everybody seemed to be very happy. He later said he was not sure the band was playing, the phonograph being the principal feature of entertainment; that Trustee Smith was present and looked kind of glum as if he were not enjoying himself. The witness stated the songs, stories and recitations were not obscene. That the Commandant waltzed alone—took some side steps and was the only one who did so. That Mr. Shepard was not drunk, although

witness thought he had been made unusually lively by drinking liquor (M., 2077-2083).

Trustee Campbell testified that he attended the dinner on the day in question but knew very little about the chapel occurrence, having gone away almost immediately afterward. He said he subsequently had a conversation with Mr. Shepard in which the latter expressed regret that the entertainment in the chapel had taken place and said he realized he had made a mistake (C., 38, 39 and 65). As Mr. Campbell, when at another time questioned as to the charge of drinking liquor to excess, was unable to state that he ever saw evidence of such a thing except possibly when Mr. Shepard first took charge, it may be assumed that he did not think the Commandant was under the influence of liquor immediately after the dinner and before he, Mr. Campbell, left the house. So far as his testimony shows, therefore, if Mr. Shepard was intoxicated when in the chapel he must have become so there.

Sheriff Faucett testified:

That he was with the Legislative committee all of that day and went with the party to the chapel after dinner. He was with Trustee Smith and asked him what they were going to do in the chapel. Mr. Smith answered that they had a phonograph and were going to exhibit it. Mr. Shepard went to the phonograph and unsuccessfully attempted to start it. After a while Dr. Burleson came in with a basket of bottles and wine was passed around. The witness drank and thought Mr. Smith did. The songs were not obscene and witness heard no stories, recitations nor speeches, not being there the entire time. He would say the Commandant was intoxicated somewhat; his manner and his going—his manner of procedure—indicated such a condition. Upon being asked to be more specific, he said: "Well, the wine went up and opened it up in a pretty boisterous manner. I don't know that he opened the bottles, I don't know who did it; I know that he took them out and poured very considerably". The condition of intoxication was manifested to witness by the Commandant being very officious in doing the things he did, also by words uttered, but which he could not remember. He was

there half an hour and did not see Mr. Shepard dance nor did he see him stagger, and Mr. Shepard, when he came to headquarters after leaving the chapel, was more intoxicated. Witness had left the chapel after being there only about half an hour and had gone to headquarters. Sheriff Faucett testified that when Mr. Shepard came to headquarters his condition was shown by his walk; he saw him stagger as he walked toward headquarters with the party. Witness had previously said he was sitting in the hall when the party came to headquarters, and when asked where he was when he saw the Commandant come up the steps before entering the hall, said he stood on the steps. His first statement was in all probability the correct one, for the day was stormy and likely to have been more or less cold, being in February. This question and answer also casts some doubt upon the correctness of the sheriff's recollection: "Q. And when these men came into the hall, did you immediately get up and greet them?" "A. Why, no, there wasn't any greeting about it as I know of; everybody getting their overcoats or getting bundles and got in their carriages and went away; it was done right away; there wasn't any tarrying after that." He could not recall having seen Mr. Shepard under the influence of liquor on any other occasion. Witness said to Mr. Smith before leaving the chapel, that he thought the proceedings were going entirely too far. He saw Dr. Burleson bring the wine to the chapel and was positive Mr. Shepard was there at the time. He does not think the Commandant left the place while he was there. He finally stated that he was positive Mr. Shepard was drunk on the occasion. He had no conversation with the Commandant on that day, and therefore the only evidence of intoxication was certain words uttered and the staggering gait above stated, and which enabled witness to swear positively Mr. Shepard was drunk (F., 1561 and 1567-1580).

Sergeant-major John J. McGuire said, when examined as a witness, that he saw the Commandant on the evening of the chapel incident, but could not remember whether it was as Mr. Shepard was coming down the walk from the chapel or in head-

quarters. He was pretty jolly and talked as a man under the influence of wine or drink of some kind and was in a very pleasant humor. That was the only reason witness had for thinking Mr. Shepard under the influence of liquor. He did not say that he staggered and thus does not to that extent sustain the sheriff's testimony. He said he saw the Commandant in a different condition earlier in the day; that is, he was not in such a jolly good humored condition. While witness could not say he saw evidence of the influence of liquor earlier in the day, he was unwilling to say Mr. Shepard had been sober then. Witness was not present at the chapel (McG., 1582-1595).

John F. Little, a former trustee, and who was Mr. Shepard's counsel, testified that he was at the dinner preceding the visit to the chapel and that when he left after it, about 2 o'clock, Mr. Shepard was not under the influence of liquor. He did not think the Commandant drank anything at the dinner (L. 2320 and 2337-2339).

Walter F. Stewart, the Commandant's butler, when asked if he saw Mr. Shepard in the evening after the chapel incident and if he was under the influence of liquor, answered that he did see him at dinner and that Mr. Shepard was not under the influence (S., 689).

George W. Wright, a member of the Home, testified that he was a newspaper reporter. That he attended the dinner in a professional capacity and afterward accompanied the party, with whom was Dr. Burleson, to the chapel. He said that Mr. Shepard went on ahead and later that he went to headquarters. That it was proposed to send for wine, and the doctor either sent or went for it. The wine was opened and shortly after Mr. Shepard came in, and when he saw that champagne had been opened and partly drunk he said it was too late to mend it. The witness later said he did not enter the chapel with the party, but a short while afterward, and when he did so Mr. Shepard was not there; that he saw both Dr. Burleson and Trustee Smith give orders in relation to the wine, which had been opened ten or fifteen minutes before the Commandant came in. That the songs and speeches

were not of a ribald character or indecent. That Mr. Shepard did not dance. Witness further said that Mr. Shepard was not under the influence of liquor on the occasion, but admitted that he was ten or fifteen feet away from him and could not therefore swear positively. He, however, did not think he was intoxicated, because he had never seen him in that condition although he had known him for some time (W., 2496-2507).

William J. Holdridge testified:

That he had been a member of the Home since November 25, 1895. That at time of the chapel incident he was holding the position of bugler and operated the phonograph. He was called upon to exhibit the latter for the guests. He remembered Mr. Shepard having a conversation with Dr. Burleson and the latter then going out, and he thinks the Commandant also retired. The band was playing when the conversation took place. That the doctor and two men later brought in some baskets containing what the witness supposed was champagne, and Mr. Shepard came later, when the champagne was being dispensed. That two songs were sung into the phonograph by two members of the Assembly, viz.: "Drill ye tarriers, drill" and "The Chimes of Trinity"; others were also sung. The songs were positively not obscene, nor were they vulgar. There was a short address and the Commandant introduced one of the gentlemen. There was no dancing, and witness did not see Mr. Shepard take any side steps. At the time the doctor and Mr. Shepard had the conversation above mentioned they were standing near the platform and the band was playing, the witness thought, a selection from the "Bohemian Girl". He was sure Mr. Shepard went out and was absent part of the time. He thought the wine had been opened when the Commandant returned, it had been placed on the platform and the doctor was opening it or had done so when Mr. Shepard came in. The Commandant was not under the influence of liquor. Witness had never seen him in that condition. Witness had been appointed bugler by Mr. Shepard and later sexton of the chapel (H., 2910-2925).

Assemblyman Patrick F. Trainor testified that he was one of

the Legislative Committee. That the band was brought to the chapel so that the committee might fully appreciate the good music the members were having and the reason for the money that might be spent for that purpose. Upon the invitation of the Commandant the witness sang into the phonograph and otherwise. The weather was very inclement at the time, in fact it was almost impossible to walk around. The Commandant suggested to the doctor that he ought to fix up to treat the party. Mr. Shepard left the chapel and was absent at least half an hour, the witness thought. In the meantime the wine was brought in and just about being served when the Commandant returned. The latter remarked to witness, "This is too bad," and said, "I didn't intend that this should be served here," and went to speak to the Doctor. Mr. Shepard further said to witness that he supposed that no good could come of making a change then; that the wine was open and he hoped no harm would come. The tray used held about fifteen glasses and witness thought it was sent around twice. The Commandant was not under the influence of liquor, he was entirely too busy showing the party the institution to waste any time in drinking. In the morning of that day the Commandant invited the committee to have some whiskey but witness thought Mr. Shepard did not take any himself. He further stated that the assertion that the songs, recitations and speeches were obscene or vulgar was a lie, that many of the songs were taken from the books belonging in the chapel. The statements that there was dancing or anything in the nature thereof were also absolutely untrue, there was not room enough for it. Witness knew Mr. Shepard before the visit, although he had never had social relations with him. He had never seen him under the influence of liquor. (T. 2542-2563).

Assemblyman Charles P. Dillon testified: That he was also a member of the Legislative Committee. He fully corroborated Mr. Trainor, especially as to the character of the entertainment and the fact that Mr. Shepard was not under the influence of liquor. He also said he saw Mr. Shepard at the train as they were leaving Bath and he was perfectly sober. He could positively swear

that the Commandant was not on that day intoxicated. (D., 2554-2556).

This is all the testimony given in relation to this specification.

X. *Statements as to religious belief:*

This charge would only be regarded as of consequence if the Commandant sought to influence the religious belief of the members to such an extent as to create a disregard for the faith they professed or interfered with the practice by them of the religion to which they owed adherence. The testimony conclusively showed that he never sought to gain converts to his way of thinking upon such matters, but on the contrary encouraged all to be loyal to their respective denominations. He even went so far as to not only attend the services of the different religions but also to insist upon his staff doing so. Even those witnesses who were unfriendly to him admitted this.

XI. *Personal habits touching his competency.*

XIII. *His conduct toward his subordinates and the abuse of inmates.*

XVI. *His treatment of the trustees and conduct toward the different committees.*

Adjutant Brundage, who had been in office since the 1st of April, 1897, testified:

That his duties were to receive applications for admission to and discharge from the Home, examine the papers presented and later submit them to the Commandant; also attend to the issuing of passes and their withdrawal. His work confined him almost entirely to the office in headquarters (B., 382). He also attended court martial daily, as hereinbefore stated (B., 389). The greater part of the Commandant's time was spent at headquarters, and the witness, therefore, had ample opportunity to become acquainted with his character and disposition. He said he had the impression that Mr. Shepard's temperament rendered him not a proper person, he being of an irritable and high tempered disposition. That that was shown by his violent talk to the men before him at court-martial and on other occasions for one cause or another and his harsh treatment of them. The witness, upon be-

ing asked to give an instance, told of an occasion when an applicant for admission said he had been sent by Trustee Shoemaker. The Commandant asked him if he brought a note from the trustee, and upon being answered in the negative, told the man that Colonel Shoemaker did not do business that way, that he was a liar and scoundrel, and not entitled to admission to the Home (B., 411). As was customary, the man had first gone to the adjutant, and the latter had taken him to the Commandant because there was some question about his application. He had asked him if he had a letter from the trustee, and when he found he had not, did not want to take the responsibility of passing upon his case. He further said that the Commandant relied upon his inspection of candidates in the first instance, and if they were not brought before him then the Commandant understood they were satisfactory. Witness had in this case consulted Mr. Shepard, after first seeing the applicant, and been instructed to bring him before him. The man was never admitted.

On another occasion an applicant came from Elmira and the Commandant had had some communication unfavorable to the man from Trustee Shoemaker, or some one else. He told the man that he was a scoundrel and a blackguard and had no business or right in the Home.

The Commandant told another applicant for admission that he was a liar because of certain information regarding him received from the witness. The latter did not find fault with Mr. Shepard for charging the applicant with untruth, but with the manner in which he did so. No profane language was used by the Commandant. The adjutant further testified that Mr. Shepard had dismissed men from the Home and apparently considered that evidence of bad temper, but the causes of dismissal were those laid down by the printed rules. In one case a man brought before the Commandant at court-martial for failing to put his blouse in his locker became insolent and insubordinate, and the Commandant imposed penalty after penalty without being able to check the insolence. He finally dismissed him from the Home. It was the second time the offender had broken the same rule (B., 415-416). The man was subsequently reinstated (B., 482).

The witness told of another sentence of dismissal, the member being one who had been dishonorably discharged six months before. The adjutant told the Commandant that the man was weak-minded, and protested against his dismissal. The testimony as to this incident concludes as follows: "After talking the matter over a little bit, he wanted to know if I knew better about that than he. I said: 'My opinion is different than yours.' 'Well, well, if you think so, I am glad to see you defend the man. Call him back.' I went to the door and called the man and his captain back, and he says: 'The adjutant has made a protest against your being sent away from here, and you shall be retained'" (B., 417-418). At another time the Commandant treated harshly a man who had left the Home and returned for his papers. He ordered the man out and pushed him. He apparently did not know the man had come only for the papers, because, when so informed by the adjutant, he instructed the latter to deliver them (B., 474).

The Commandant's ill-temper was shown at another time when he spoke to the surgeon about the tearing down of an order placed by his instructions in the hospital. It prohibited the nurses from going into the surgeon's office except upon invitation of the latter. It was caused by his passing along the hall and finding two or three of the nurses in there talking with the pharmacist or one of the clerks. He used profane language in speaking of the nurses (B., 419-420).

The Commandant on a great many occasions talked to witness in a manner he did not enjoy and he was sorry to say their relations were not what he should wish. Mr. Shephard had had a poor opinion of him, and once said he was no adjutant. He thought witness had made a mistake in some detail of work. Witness admitted he had made mistakes in making out papers, having on one occasion omitted to sign his name as notary public. He remonstrated with Mr. Shepard about speaking to him sharply, and it resulted in a settlement and an apology by Mr. Shepard (B., 421-423). The adjutant had seen a great many exhibitions of temper, and the use of harsh and severe language to members of the Home, or applicants for membership. He was

unable to give any specific instances, but told of other occasions when he had been treated harshly and reprimanded in such a way as to hurt him seriously (B., 435). Once when a representative of the Comptroller's office was present he was found fault with for failing to sign a paper as notary public. He afterward charged Mr. Shepard with having attempted to create an impression upon the representative, and that the rebuke was given solely for that purpose. The Commandant denied it, but said perhaps he ought not to have acted so and expressed regret that witness should have been displeased (B., 436-437). The adjutant was sharply reprimanded at another time in the presence of the assistant surgeon for failing to place the usual morning report on Mr. Shepard's desk on a certain Sunday morning. Witness did not know it was required on Sunday mornings. No profane language was used by Mr. Shepard (B., 437). He was reprimanded again for leaving the Home without first obtaining leave, having simply written a note on the day of departure to the Commandant begging to be excused, and leaving it on his table. He also said in the note that Inspector Morgan would act as adjutant during his absence. Morgan was away at the time, but witness did not know it. He was reprimanded for absence without leave, and for assuming to detail a man in his place. The witness continued: "He says: 'Don't do that again,' all of which was entirely right, but the manner in which he said it to me and the snap of his eyes, indicating anger, and reproaching me in a manner that I did not think that occasion required or called for" (B., 438).

The witness further stated that when he assumed the duties of adjutant he had had no experience, and probably made many mistakes. That Mr. Shepard might possibly have been made irritable and arbitrary thereby (B., 453-454-490).

Witness was a candidate for Commandant at time Mr. Shepard was elected. He said, however, that he had not any less friendly feeling for the Commandant because of that.

He was asked by Mr. Coyne if his relations with Mr. Shepard were not perfectly friendly, and answered that so far as his feelings toward him were concerned he had nothing but friendly feeling and had always treated him with courtesy.

"Q. Have you ever had other than a friendly feeling toward him since the first time you entered the institution? A. Well, I have had times when his actions toward me and treatment of me——"

"Q. Aside from the feeling engendered by his treatment have you had any unkind or unfriendly feelings? A. No, sir; I have had no ill-will or animosity" (B., 503-504).

On this specification Quartermaster O'Connor testified that he saw the Commandant every day and that his business relations with him were more or less intimate and had been friendly. That Mr. Shepard had a temperament that would not let him listen long; that he was impulsive and passionate and quick (O' C., 83, 86, 118).

Doctor Burleson also testified that he had seen the Commandant almost daily (B., 984). In answer as to what he knew of Mr. Shepard's conduct toward his subordinates and his abuse of the inmates of the institution, he said that he had heard him tell the adjutant that he was very incompetent and not fit to occupy the position he did and had also made a similar remark to the inspector. Witness had heard the Commandant use profane language to men when in court-martial, and call them idiots and paupers, vagabonds and scoundrels. The men so addressed had been guilty of intoxication (B., 985). The treatment of Sergeant-Major McGuire by the Commandant, was also mentioned as an instance of the abuse of inmates of the Home. This will be referred to later.

The witness further stated that he heard the Commandant call the members miserable low-lived paupers and he also spoke of the trustees in a disrespectful manner (B., 998). The doctor further told of the refusal by Mr. Shepard, to give a man who had left the Home his papers, apparently referring to the case already mentioned in the adjutant's testimony. He stated that the Commandant jumped up and ran around the table and attempted to shove the man out and that the latter assaulted him, hitting him over the eye, before the colonel pushed him out. The quartermaster was also present (B., 1035). That he severely re-

buked an old man who was a patient in the hospital for failing to salute him, but he did not remember whether Mr. Shepard used profane language in so doing (B., 1039). Trustee Smith testified that the Commandant's temperament made him utterly unfit for the position and that his hearing being defective impaired his usefulness (S., 1213). He had always found Mr. Shepard very paternal in his treatment of the men brought before him at court-martial, but believed the manner was assumed because he or visitors were present. Witness had never heard the Commandant use violent language towards any of the members or officers of the Home (S., 1214).

William E. Howell, who had been cashier of the Home for six years and whose office was on the second floor of the headquarters building, said that he had never observed any disagreement between the Commandant and his subordinates and was unable to say he ever heard violent language used towards the inmates or subordinates, although he had heard Mr. Shepard talking loudly at times (H., 1236). He had never known the Commandant to be disrespectful or rude to any member of the Board (H., 1364).

Frank S. Downing, who had been six years in charge of the "second-hand store" at the Home, testified: That he issued most of the clothing to the members and received that of those furloughed. He also had supervision of the repairing of clothing (D., 1105-1108). He saw the Commandant on the average two or three times a week (D., 1111). He came in contact with more of the members than any other individual in the Home and heard a great many things nobody else did (D., 1124). He had never heard any complaints made by members of the Home that he thought worthy of serious consideration (D., 1128).

Trustee Finch when asked as to the Commandant's temperament and character touching his fitness to hold the position, said he would rather be excused from expressing an opinion, because it was difficult to judge one way or the other. Mr. Shepard was a man of quite high temper and quite irritable. He had seen evidences thereof, in the court-martial proceedings (F., 1501). He did not think the severity was justified in some cases, but admitted that it was a matter of judgment (F., 1502). He had

never heard the Commandant under other circumstances speak to the members or subordinates in a violent or forcible manner (F., 1506). He had never seen the least insubordination on the part of the Commandant toward the trustees (F., 1506).

Trustee Campbell when asked if he could give the Committee any information tending to show that the Commandant was in any respect unfit to hold the position, was unable to do so, but said he would think it over and try and give some reasons when examined later. He referred the Committee to the charges presented (C., 62). He was subsequently on the witness stand, but failed to give the promised information. When asked as to item XIII., he could only say that on one occasion there was a general complaint made that he was quick-tempered and domineering over his officers, and erratic. That a resolution of the Board requesting General Sickles to speak to him was adopted (C., 41).

Trustee Shoemaker testified that he never knew of the Commandant giving anything but kind treatment to the trustees of the Home and the members thereof, except Trustee Smith with whom he had a rather spirited conversation or quarrel on one occasion (S., 139). This incident will be more fully referred to when the charge of excessive use of liquor is considered.

Trustee Palmer did not think Mr. Shepard could fill the position properly, because there was a peculiarity in his make-up he could not help. He said, however, that the Home had improved under Mr. Shepard's management, yet he thought the institution was better under the former Commandant, because the latter was more popular with the members (P., 731-732). The witness' information was mainly obtained from men who had been dismissed from the Home by Mr. Shepard (P., 733-735).

Trustee Cleary had never seen anything in the conduct of the Commandant tending to show he was not a proper person to manage the institution (C., 825). On the whole, however, the witness was opposed to Mr. Shepard being continued in charge (C., 849), and thought him incompetent because of his treatment of Sergeant-Major McGuire (C., 1705-1707). Sergeant-Major McGuire while admitting that the Home and its inmates were

much improved under Commandant Shepard, said the latter was unpopular with the men because he was too strict a disciplinarian (McG., 1652-1656).

The witness further said Mr. Shepard had an ungovernable temper which manifested itself by his saying and doing things and after an interval retracting and undoing them (McG., 1613).

Frederick McConnell testified he had heard the Commandant talk pretty sharply to some of the members at court-martial. (McC., 1681). He thought there was some improvement over the administration of Mr. Shepard's predecessor (McC., 1691). John F. Parkhurst, 2d, said he had heard the Commandant use decidedly strong and profane language to members of the Home (P., 529).

Rev. John J. Arnaud, the resident chaplain of the Home, testified that he attended court-martial nearly every morning and had known the Commandant to speak harshly to the men, but he thought they needed harsh language. Mr. Shepard would also speak kindly and soothingly and in a brotherly manner (A., 2409). He said the Commandant was of a nervous temperament and a little quick (A., 2418).

Mr. Shepard denied that he had been irritable in the discharge of his duties or shown ill-temper. He said the adjutant, owing to his not having had experience that adapted him for the performance of clerical duties, made a great many mistakes which were very annoying and embarrassing. That he was frequently spoken to sharply by him in reprimand. He had only on the day before witness was testifying failed to procure the signatures to two affidavits presented by an applicant for admission to the Home. He was clearly unfit for the position of adjutant (S., 2267.) Mr. Shepard denied that he had ever used profane language in reference to the nurses as testified by the adjutant in connection with the tearing down of a certain order posted in the hospital (S., 2271-2783). He further said he did not think he had ill treated his subordinates except to reprimand them for some failure of duty. He had rebuked the inspector for omitting to wear his uniform and for uncleanliness (S., 2284-2286). He denied that he had ever abused the inmates or that he was unduly

harsh with them. He had called a man a scoundrel because he had been guilty of stealing in the barracks (S., 2287-2288). He admitted that he was of a nervous disposition and quick of temper (S., 2230).

Trustee Sutherland was unable to state anything in support of these charges, and the testimony of Messrs. Sickles and King was distinctly in denial thereof (S., 377; S., 274; S., 1214; C., 826; K., 193). George W. Wright, Oscar Eastmond and George C. Densmore all positively stated that the charges were untrue (D., 2591; E., 2478; W., 2432-2451). Their testimony tended to show that Mr. Shepard was respected and liked by the members of the Home. Before passing from these specifications of the complaint against Mr. Shepard, it might be well to refer to formal demonstrations in his favor by the members and trustees. On one occasion the captains of the different companies in the Home signed a paper declaring confidence in the Commandant (O'C., 119). General Sickles in August, 1899, appeared in the mess-hall when the members were at a meal and appealed to them to state truly whether or not they wished Mr. Shepard continued in charge of the Home. He asked those in favor of him to rise, and the whole assemblage seemed to do so with great cheering. He then called for those opposed to rise, and not a man did so. Before going to the hall the General asked many of the members individually and in groups the same question, with the same result (S., 379-381).

One of the members who was present testified in corroboration of the General's statement except that he said he thought the members all arose except three (W., 2454).

It had been testified that when Sergeant-Major McGuire announced the suspension of Mr. Shepard as Commandant in the mess hall last spring, there was much cheering by the members. Witness Wright said he was in his place at one of the tables on the occasion and that the demonstration in his opinion was not really caused by the announcement, but by the re-appearance of McGuire as sergeant-major. He did not hear any of the members express gratification at the removal, but some on the contrary deplored it (W., 2452-2453-2479).

On the 3d of March, 1898, on Trustee Cleary's motion a resolution was adopted by the Board complimenting the Commandant and other officers on the condition of the institution. Mr. Cleary testified that the action was taken after he and some other members of the Board had gone through the different barracks and found things in good condition. He said he believed in giving a person credit for the good things he did no matter what faults he might have. That Mr. Shepard had faults like other men. In other words being human he must have some faults. He said he had changed his opinion in some respects as to Mr. Shepard's competency since the above meeting. That in order to enforce discipline especially among a body of old veterans, who have peculiar ideas to say the least, a good deal of firmness and kindness was required. That he had heard Mr. Shepard was in the habit of inviting members to his house to play cards and smoke cigars and thought that that was not the proper way to enforce discipline. He had no personal knowledge of ill effects arising from such a practice but had heard rumors of lack of discipline. It further appeared that Mr. Cleary's information was received from a former member of the Home who had been employed at Mr. Shepard's house and who said it was a spy system and the persons so entertained were invited in order to bring news from different parts of the camp to the Commandant (C., 836-840). Trustee Smith testified that the resolution was written by General King. That he did not vote on it. He did not protest against the resolution being adopted although he had his private opinion (S., 1221). He did not vote against it because of fear of the Comptroller's office it having been stated that if Mr. Shepard left, the institution would have to close up and they must keep him to get their rights in the Comptroller's office. Witness later expressed himself differently saying he did not think any action taken with regard to Mr. Shepard would make one iota of difference to the Comptroller's office (S., 1227).

The complaint that the Commandant had ill-treated Sergeant-Major McGuire hereinbefore referred to arose out of the following circumstances: By a communication bearing date January 3d, 1900, the Commandant made the following charges against Mc-

Guire: That on December 31st and January 1st, he failed to make the morning report and tri-monthly reports to the National Board, and on January 2d, the morning report was not made till late in the afternoon and then was in a more or less mutilated and unbusinesslike condition. That the report of January 2d was incorrect and had to be returned. He further charged that the Sergeant-Major was "Under the influence of liquor or of some intoxicating or stupefying drug, or at least of being unfit for and incapable of performing his duties." Notice of a hearing on January 9, 1900, at 10 o'clock a. m. was given. The hearing took place before the Commandant and Mr. McGuire was represented by counsel. The trial resulted in a decision by Mr. Shepard exonerating the Sergeant-Major. When asked by the committee as to the truth of the charges, Mr. McGuire answered as follows:

"I had been sick for seven, eight or nine days. I have been troubled a couple of years with nervous dyspepsia and every now and again it gave me a visit and I was sick at the time, and diarrhea set in, and on the day before the 30th I went up and asked Dr. Burleson to give me something to check the diarrhea. Dr. Burleson gave me morphine pills—morphine or opium, I don't know which—little black pills. I took one on the night of the 30th and I didn't find relief from it, and on the following morning I felt—well, sick enough to hardly hold my head up without anything and instead of taking one of those pills, the opium pills, I took three and they stupefied me—stupefied me enough to make me appear as though, of course, that I had taken something."

He further said that during Mr. Shepard's term of office he had been so sick with such spells that he had almost to go on his hands and knees from the desk to the bed in the room and rest ten or fifteen minutes at a time, with the consent of Mr. Shepard. He never asked to go to the hospital although he felt ill enough to do so, preferring to stick to his desk. He did, however, under the doctor's orders, take his meals in the hospital instead of the mess-hall until August, 1899, when the Commandant ordered him to go to the mess-hall. Although the food served in the latter place was probably properly cooked, yet it

was not good for his kind of a stomach. It was not the quality of the food, but the cooking. All the employes at headquarters eat at the hospital, and Mr. McGuire was deprived of that privilege as a punishment. He said he had not touched a drop of liquor in seven years.

"Q. And why do you think that the Commandant preferred these charges against you—has he manifested any ill-feeling towards you? A. Why, he didn't hesitate in telling me that he would bar me out of everything."

The witness later said Mr. Shepard did not use the word "bar", but some equivalent form of expression.

"Q. Well, what I want to get at, major, if possible, is to find out what cause the Commandant had for acting toward you the way he did? A. Why, simply his charge against me, when I had gone away on a furlough, and I was at Rockaway Beach at the time; I went away from here quite ill, too, and while there I received a letter from the colonel telling me—I haven't got the letter; Mr. Nichols" [McGuire's counsel] "has the letter, or I'd let you see it—that he was"——

The witness was here interrupted and later concluded by saying the letter closed with the statement that the Commandant would remove Mr. McGuire from the office of sergeant-major, and his pay would continue till the 1st of September. Before all this occurred the relations of the Commandant and the sergeant-major were very agreeable. Until the trouble between the Commandant and the people of Bath, witness could not remember that there was an unkind word between them. Mr. McGuire took part on neither side, but of course was acquainted with some of the people, and naturally they would talk to him. When asked as to who represented the people of Bath in the fight, he said two of the trustees, Messrs. Campbell and Smith, were considered,—spoken of as such (McG., 1616-1625). The sergeant-major instituted certiorari proceedings through his counsel, Mr. Nichols, of Bath, to review Mr. Shepard's action suspending him, but the latter withdrew the charges before a writ was obtained. The Commandant told Mr. McGuire that he had lost confidence in

him, and that he would not have him near him. His work was transferred to the head clerk. The work and quarters to which he was changed were as satisfactory as those he had previously had. He would prefer to hold the position of sergeant-major, however, simply to remove the ban, or punishment and humiliation. He felt the transfer was made for the purpose of humiliating him. The witness said that on the day of the hearing before Mr. Shepard, the latter said Mr. McGuire was fully competent and so stated on several other occasions. He further testified that it was sometimes impossible for him to eat the food at the hospital table, although the only difference between that table and that of the mess-hall was that he could sometimes get a poached egg at the hospital (McG., 1632). Some space has been given to this matter of the change of the sergeant-major's place of eating, as he seemed to think the Commandant's cruelty and injustice was particularly shown by his action in that particular. Mr. McGuire was commander of a Grand Army of the Republic post in the Home, having been elected to that office (McG., 1639). He suffered pain all the time, more or less, and had to take something to allay it, and when he received Mr. Shepard's letter he took some opium pills. It was not the first time, as he had taken such pills in the hospital given by medical direction, but had never used a dozen in his life, and was not addicted to their use in any sense or shape. He was told that it had been stated he was so addicted, and was asked this question:

"Q. I therefore give you this opportunity of denying it, and also I would like to ask you whether you have been addicted to the use of morphine? A. Well, the pills were opium. I have taken morphine. It was morphine I took while away in August."

"Q. Have you taken any since you returned. A. Oh, yes." (McG., 1641-1642.)

The sergeant-major said he had no feeling of vindictiveness against the Commandant, but only a feeling of bitterness. He would not put a straw in his way to injure him, but he knew and felt that while Mr. Shepard was there he was vindictive enough toward the witness to make the rest of his life a little hell. Mr. Shepard was wearing the very soul out of witness's

body and yet he could not open his mouth (McG., 1656-1657). Dr. Burleson testified that Mr. McGuire was very much incapacitated by disease, but otherwise was a very capable man. That when he came to the Home he was very much addicted to the use of liquor and took the "Keeley treatment" (B., 994-996).

Mr. Shepard produced a press copy of the letter mentioned by Mr. McGuire and which the latter omitted to show the committee. It is dated August 26, 1899, and reads as follows:

"Mr. JOHN J. MCGUIRE, *Rockaway Beach, L. I.*

"Dear Sir.—A very painful duty devolves upon me, but I feel that it is a duty that I owe to myself and to the Home; that is, to displace you as sergeant-major. I think it proper and kind to advise you of my decision to the end that you may be submitted to no unnecessary mortification, and if you prefer not to return to the Home as an ordinary member, that you may be saved the expense of the journey. Your pay will continue during the present month and the new sergeant-major will take office on the 1st of September.

"Yours regretfully,

"C. O. SHEPARD,

"*Commandant.*"

A press copy of the following letter was also offered:

"*September* 30, 1899.

"JOHN J. MCGUIRE, *Sergeant-Major, New York State Soldiers' and Sailors' Home:*

"Sir.—I am advised by counsel that under chapter 170, Laws of New York for the year 1899, and the rules of the State Civil Service Commission promulgated July, 1899, no power exists in the Commandant of this Home, or the Board of Trustees, to suspend or remove, any veteran soldier from employment in the State service, except upon charge and hearing had, and with the consent of the said Commission. I, therefore, pursuant to said statute and the rules of said Commission re-assign you to duty as sergeant-major of the Home, subject to the approval of the Board of Trustees.

"Yours truly,

"C. O. SHEPARD,

"*Commandant*".

William B. White who had been a member of the Home since December, 1897, and a clerk at headquarters for two years testified when asked about the statement that the sergeant-major had been addicted to the drug habit that there were indications of his use of valerian, there being an offensive odor at the water-cooler. That the sergeant-major bought the drug by wholesale in New York and it was a very common thing for him to be so sleepy he could not hold his head up. Witness knew that it was McGuire who caused the odor at the cooler as he had seen him go to it, mix the drug and drink it (W., 2938). Rennie L. Knight had been a member of the Home since March, 1894, and a clerk at headquarters for two years. He stated that when the sergeant-major changed his quarters he cleaned out his desk and found quite a stock of drugs there, apparently patent medicines. He corroborated witness White as to the odor and drowsiness to which reference had been made (K., 2948-2949).

XII. *The habit of using liquor excessively.*

XIIa. *His conduct on the parade ground on or about July 9, 1899.*

XIV. *Intoxication at depot of Bath & Hammondsport R. R. Co.*

Trustee Campbell, when asked as to what he desired to say as to the charge of intoxication against the Commandant, or the excessive use of liquor, answered he could not say personally, but only from what he had heard. That Mr. Shepard had repeatedly told him he was better off without liquor, and that he did not wish it—that he was entirely different when he did not have it and his health was much better. Trustee Campbell also in this connection, referred to a certain trip to Dayton, Ohio, taken by the Commandant, hereinafter mentioned, but did not state that Mr. Shepard was under the influence of liquor on that occasion (C., 42).

Reference has already been made to Trustee Smith's testimony that the Commandant was "pretty juggy—pretty full" on the occasion of the chapel incident. He further stated that on a certain Sunday afternoon during the summer following Mr. Shepard's taking charge he went to the Home and found the Commandant in the office "fuller than a goat". His face was flushed and there

was every indication of his being "full". He found fault with Mr. Smith for some imaginary grievance and the latter tried to pacify him. Owing to another experience Mr. Smith said he had had in the Home he refrained from knocking Mr. Shepard down, although the latter insulted him very much. Trustee Smith further stated that he referred to a quarrel with a former adjutant of the Home who thought he, Mr. Smith, desired his place. He thought it occurred on July 4, 1881, when the adjutant insulted him at dinner and he promptly knocked him over. There were no court proceedings, but the adjutant was "bounced at once" and Mr. Smith "requested to resign". He held the position of bookkeeper at the time. He also said in reference to the interview with Mr. Shepard that Trustee Shoemaker was present; that he, Mr. Smith, came up on the following Sunday intending to have it out with the Commandant if he found him sober and was met with the most abject of apologies. He was appealed to by Mrs. Shepard, who begged him to forgive, saying that her husband was in a condition that he did not know what he was saying (S., 1198-1200). When Mr. Smith first saw the Commandant on the occasion of the quarrel the usual courtesies were exchanged. Mr. Shepard then accused Mr. Smith of having made a misstatement about him to the Board. It related to a cook Mr. Shepard was said to want to get rid of and it was alleged that he so stated, giving as the reason that the cook was a resident of Bath. Mr. Shepard further found fault because Mr. Smith had interceded on behalf of a member who had been discharged for bringing liquor into the Home claiming that Mr. Smith was interfering with him. He also charged Mr. Smith with trying to obtain his position (S., 1202-1205). Mr. Smith said he was satisfied the Commandant was drunk and he was asked: "And you were satisfied that he was under the influence of liquor because he talked in a very excitable way on these subjects you have mentioned, is that right"? His answer was: "I knew it. I have had considerable experience in life, 59 years and three years in the army, police justice for several years, and I think I can tell a drunk when I see it" (S., 1207). Some doubt may be suggested as to the accuracy of Mr. Smith's recollection in say-

ing the Commandant was "fuller than a goat", when the facts that the usual courtesies of the day were exchanged, that Mr. Shepard was able to state three specific causes for complaint. and that Trustee Shoemaker, although present, has sworn that he never saw the Commandant under the influence of liquor are considered (S., 135). He also testified as to this incident as above noted (S., 139). The witness further testified that at the time of the February meeting of the Board in 1898, when the Governor was present, the Commandant was also intoxicated after the former's departure in the afternoon. He did not appear until between five and six o'clock and his face was flushed and every indication of intoxication was present. "It had been passed around sub-rosa that he was upstairs sleeping off a jag" (S., 1208). Mr. Smith could not recall any other specific occasion when the Commandant was under the influence of liquor (S., 1210). When asked if he had ever known Mr. Shepard to be disabled from the performance of his duties by reason of excessive use of liquor, he answered yes, from a proper performance, because he thought no man who is under the influence of liquor had sufficient command of his mental faculties to deal with other people. He was asked as follows: "Can you recall any instances?" and answered: "Well, going out and tackling men when they were drunk, going along the street here, and such. That I have his word for it. Nothing that I saw" (S., 1212). This was the only indication of failure to perform his duties because of liquor given by the Commandant, and the witness gave no reason for believing Mr. Shepard at such times under the influence of liquor except as appears in the above statement.

Trustee Sutherland testified, that he had seen Mr. Shepard when he thought perhaps if he had taken a little less it would have been better. He was not under the influence of liquor so as to disable him from business. He could talk intelligently and did not stagger. Witness drew the inference from the conversation. He never saw such a thing over twice, with an interval of some months between the occasions. Mr. Sutherland could not remember the nature of the conversations but could only recall

that Mr. Shepard did not talk quite as clearly as usual (S., 273-274).

Adjutant Brundage, examined as to those specifications, said: That he had known of occasions when the Commandant was strongly under the influence of liquor. He mentioned the occasion already referred to in his testimony when Mr. Shepard grew very much excited about the tearing down of an order in the hospital in relation to the nurses. That his manner then indicated he was very strongly under the influence of liquor and his breath had an odor (B., 441). He further testified that this occurred after the court martial in the morning and that the odor of liquor on the Commandant's breath was perceptible during the court. The Adjutant was asked if there had been anything peculiar in the conduct of Mr. Shepard during court-martial and answered that he did not remember that there was, nor that he showed more irritation in dealing with the offenders than usual (B., 443-444). Mr. Shepard went away at noon on that day and witness did not recall having seen anything peculiar in his conduct before he left.

"Q. Anything that a man who was under the influence of liquor might do, and an irrational man might do? A. No, sir; whatever else there might be done in the day was simply routine work" (B. 447).

The witness also said there were similar instances in May and June in 1897. He could only speak generally and say the Commandant gave evidence of such a condition by being harsh in his statements and irritable. He could not swear Mr. Shepard was under the influence of liquor, but thought he was from his general appearance and actions.

"Q. What was his appearance and what were his actions? A. Well, his arbitrary manner with which he addressed me and called me into his room and in which he spoke in the matter of conducting the court sentences were very different than they are now."

The witness admitted he had known the Commandant to be arbitrary and irritable when not influenced by liquor (B., 449-450). Upon being pressed further upon the point, witness said Mr.

Shepard's countenance assumed a different hue and he was sort of a different complexion when in such a condition—a purple in his cheeks and face generally (B., 451).

Another occasion was the day when Mr. Shepard started on the Dayton trip, to be later referred to. His condition of intoxication manifested itself then by the excitable way in which he paced up and down the room and by making a complaint, which witness regarded as entirely imaginary, that there was sewer gas escaping from some place in the sewerage system of the building. He told witness in an excitable manner, in answer to an inquiry, he did not know that he would ever come back, and when asked for instructions told the adjutant "to do as he damned please." (B., 452-453.) The testimony of Mr. Campbell who was present on this occasion, was to the effect that he was unable to say that he ever saw Mr. Shepard under the influence of liquor. The statement as to sewer gas cannot be considered as without foundation when, as a matter of fact, there was an open drain running under the office of the Commandant conveying the sewage (D., 2599).

The witness told of a time when the Governor visited the Home in February, 1899. On the evening of that day he saw Mr. Shepard in an upper room in headquarters lying on the sofa. His appearance indicated the influence of liquor and there was an odor upon his breath (B., 457-459). The conduct of Mr. Shepard on the parade ground on the 9th of July, 1899, indicated to witness that he was intoxicated. He then made a mistake in an effort to have the line thrown back so the men would be in the shade, it being a very hot day. The order given by Mr. Shepard resulted in some confusion, and he finally left it to the adjutant to re-form the line. The witness detected the odor of liquor on the Commandant's breath. He made no other mistakes, although he continued in command during the balance of the parade (B., 461-463).

Another occasion when the adjutant believed Mr. Shepard to be under the influence of liquor was the 19th of October, 1899. The Commandant saw a man whom he had sent to the hospital

apparently for treatment, sitting in the adjutant's office and became very much excited when the man stated he had been sent away from the hospital. The adjutant detected the odor of liquor on Mr. Shepard's breath (B., 468-469).

Dr. Burleson testified as to these charges. His testimony that Mr. Shepard was under the influence of liquor during the chapel incident has already been referred to in this report. He further stated that he had seen him several times when he was decidedly under the influence of liquor. The first occasion was when he and the Commandant made a visit to the Soldiers' Home at Dayton, Ohio, in July, 1897, about two or three months after Mr. Shepard had assumed command. The latter was under the influence of liquor when they went to Dayton and had been for several days. The visit lasted three days, during which they inspected the barracks, hospital and business portion of the institution or governor's department. The doctor thought Mr. Shepard there got the idea as to a place of restraint for men. He also made inquiry as to the method of keeping the inmates, visited the quartermaster's department and looked over the clothing. Both made notes as a result of the inquiry. They also looked into the matter of food supply, and altogether gave the biggest share of the three days to inspection. (B., 951-954.) The witness later repeated that Mr. Shepard was intoxicated on the day they started for Dayton. (B., 960.) For six or eight days he had been decidedly under the influence of liquor. In answer to a question as to where the Commandant was when under the influence of liquor, he said: "Here in the Home; and mornings when I'd come here he would be retching, gagging and vomiting, and I found him two or three days, I think it was previous to our departure, lying down stairs on the couch one afternoon—his face was very much flushed and his eyes red and congested; his breath was very rank from the effects of liquor, and he was totally incapacitated for doing any business. He was what I call 'dead drunk' that afternoon." It was about 2 o'clock in the afternoon when the doctor saw Mr. Shepard as above described. He had seen him that morning and he was retching and gagging, but did not seem so much under the influ-

ence of liquor, his breath indicating he had taken whiskey or some liquor. The doctor saw one of the Commandant's orderlies bring five bottles of beer from Mr. Shepard's house to headquarters and had seen him drink one bottle.

"Q. And then you proceeded to discuss the ordinary business of the Home with him? A. Yes, sir.

"Q. And what was the nature of your business—the general nature of it? A. Well, sometimes he has some little suggestions to make and sometimes not. Often he says, 'Why, doctor, I don't know as there is anything special that I want to see you about this morning.'

"Q. Do you remember whether or not on that morning he had any suggestions to make? A. I don't think he did; I don't recall them.

"Q. What was the general nature of the conversation so far as you recall it now? A. He asked me how everything was going along in the hospital; if there was anything I wished to report. I told him nothing special; everything was running along nicely.

"Q. Did you ask him what he was suffering from as evidenced by these symptoms that you have described? A. No, sir, I didn't.

"Q. Did you express any sympathy for his being in such a physical condition? A. I did not.

"Q. No conversation on the subject at all? A. No sympathy, no, sir.

"Q. No conversation, I say? A. No, only he said he was retching and vomiting and he said his stomach was off."

He retched and vomited in the doctor's presence. In the afternoon the witness asked the Commandant if he were sick, and Mr. Shepard in a kind of dazed or half-dazed condition answered: "Well, not very well." He examined his pulse and found it rapid and bounding, to his mind produced by alcohol (B., 955-959). The doctor described an interview that occurred on the day before the day of departure for Dayton. He said he was summoned to headquarters by Mr. Campbell, and found there the latter and

Mr. and Mrs. Shepard. That Mr. Shepard was walking up and down the floor in a very excitable manner, and said: "Oh, my God, what will I do? I think I had better jump in the river." Mr. Campbell and Mrs. Shepard tried to soothe him, and the former said: "Doctor, the colonel is very nervous, and I think that a trip would be decidedly beneficial to him. We have talked the matter over and believe it advisable for you to accompany him as a companion and go down to Dayton for a week or ten days and see if the Commandant won't feel better." On the doctor expressing reluctance to go, Mr. Campbell said: "It won't do to allow the Commandant to go alone, because I am afraid that he will do some injury to himself, and you had better accompany him as a companion" (B., 960). It seems inconceivable that the doctor was able to repeat *verbatim* after such a lapse of time since the occasion the precise words used by Mr. Campbell. The doctor did not think Mr. Shepard started with him, but preceded him to Buffalo, where they changed cars. He met the Commandant in a saloon in Main street about 9 or 10 o'clock in the evening, by appointment. They each purchased tickets and left Buffalo the same night for Dayton. Mr. Shepard had an ordinary sized handbag, which he carried most of the time. The doctor carried it from the Iroquois hotel to the station—thirty or forty rods. In the meantime they carried on a conversation about matters in general.

"Q. Now, you have said, Doctor, that at the time he left here for Buffalo—on his way to Buffalo—he was intoxicated? A. Yes, sir. When I came down here in the presence of Mr. Campbell and his wife he was intoxicated.

"Q. But you are now speaking of the occasion when he talked about jumping into the river, are you not? A. Yes, sir.

"Q. You have expressed some doubt as to whether that occasion was the day on which he started for Buffalo—on reflection have you arrived at a different conclusion? A. I can't remember whether that was the day. I know it was a very sudden deal."

The doctor admitted he had seen persons in the condition of the Commandant who were not intoxicated, but not persons who

talked of jumping in the river. He had on several other occasions perceived the odor of liquor on Mr. Shepard's breath, but the latter had not been drinking to the extent above described (B., 964-966). Another instance was given by Dr. Burleson. It was about October 19, 1899, when the Commandant brought an old man named Siever to the hospital. This is probably the incident mentioned by witness Brundage as occurring on that date and above referred to. Mr. Shepard was feeling very badly over the condition of the man and was almost shedding tears and had had an interview with the old man in the hall. He was asked if it was the hall at headquarters, and answered: "A. No, sir, of the hospital, and he says: 'Well, how are you getting along?' and the old man replied he was getting nearly blind, and he took him right by the arm and led him up to the office and he says: 'Why, my dear doctor, this poor, dear, beloved old comrade is getting blind rapidly, and won't you send for an eye specialist to come right down here and see what he can do for him?' I saw his condition. I says: 'Colonel, I don't think it is absolutely necessary. He has no inflammatory condition of the eyes, and it is merely those conditions that accompany old age,' I says, and obviate the expense of sending for this specialist, eye surgeon. And he felt very badly over the old man, and his breath at that time was rank from the effects of whiskey. And I told him that I would see what I could do and that I would report to him the next morning, and he seemed satisfied with the explanation and left the hospital." The doctor reported the next morning that he had fitted the old man with glasses and that he was perfectly satisfied. The belief that the Commandant was under the influence of liquor on that occasion must have been almost wholly based upon his solicitude for an aged member of the Home as the doctor felt it necessary to detail in full what transpired besides mentioning that the odor of liquor was upon Mr. Shepard's breath. In September or October, 1899, the Commandant gave further evidence of such a condition in relation to the tearing down of the order posted in the hospital by his instructions and which has already been referred to in relation to testimony given

as to another specification. He sent for the doctor and displayed great rage when the latter came, saying he wanted to know what in hell and damnation the hospital was coming to. He asked the doctor if he did not know "these God damned hen hussies" had torn down the order? The doctor denied all knowledge as to the matter and promised to try and find out who did it. The odor of the Commandant's breath was very offensive from the effects of whiskey (B., 971-974).

At the time of the confusion in the lines at parade on July 9, 1899, the Commandant was also under the influence of liquor, according to Dr. Burleson. He did not stagger, but there was an odor upon his breath and he was in an excited condition. He saw Mr. Shepard talking with Captain Little, a former trustee, that day. The Commandant conducted the parade after the line had been re-formed and the doctor did not see any evidence that he was not wholly in control of himself. Trustees King and Shoemaker having given a different version as to what occurred the doctor was asked if he believed they would make any misstatement as to what transpired and answered that he did not know why they should (B., 980-983). The witness was unable to recall any other occasions when the Commandant was under the influence of liquor.

The Rev. Charles Noble Frost, a Presbyterian clergyman, and Trustee Campbell's pastor, testified as to the charge of excessive use of liquor by Mr. Shepard. Mr. Frost was one of the four clergymen who had been visiting the Home for the compensation of three hundred dollars each per annum until Mr. Shepard procured the appointment of a resident chaplain. This change caused the people of Bath to have a feeling of resentment against Mr. Shepard and it is claimed by him that his action was the beginning of the dissatisfaction which culminated in the charges being preferred against him. Mr. Frost said:

"I have had more or less intercourse with the Commandant, as being one of the chaplains before the time the new chaplain was appointed. And personally, as between man and man, aside from any official action, I have been treated with consideration by the Commandant. Officially, there have been some things

that I should very severely criticise. In regard to his alleged use of intoxicating liquor, I have never seen him what we could call drunk, but I have rarely seen him absolutely free from liquor. I should say that would be more customary than otherwise for him to have more or less liquor aboard. And it was detectable always in his breath, and sometimes his statements in conversation with myself have been such, that the most charitable construction I could put upon it, was that he was not quite himself" (F., 1968).

Mr. Frost stated that he had no feeling of animosity toward Mr. Shepard because of the change in the chaplain service, and he had devoted a great deal of time to the work that he now gave to other things (F., 1973-1974). When one of his reverend colleagues brought down word to the village that the resident chaplain was appointed, Mr. Frost went to see Mr. Campbell and Judge Parkhurst. The latter was greatly surprised and immediately went to the telephone, saying: "I'll see about it." Mr. Parkhurst then had some conversation with some of the trustees at the Home, and told witness that General King had said it would not be possible to reconvene the Board of Trustees, but he would reconsider the matter and tell the new appointee, Rev. Mr. Arnaud, of the situation. Mr. Frost also said that Mr. Shepard had told the visiting chaplains that no change was contemplated and therefore deceived them (F., 1977).

"Q. You were speaking of the Commandant being under the influence of liquor upon a great many occasions, and that his condition was so demonstrated to you by the nature of his remarks upon such occasions; can you give the committee some illustration? A. Well, you were speaking of his being a deist. One day he called—I was up here in the headquarters—he called me in and in a very bombastic way begun to orate in regard to his religious belief. He strode about the room, and held up his hand, and went through a very theatrical performance in a private way. Called me in here in order to impress upon me his religious convictions, and I would not have thought that it would have been in very good taste for a man in his position to have done that in a way that he did, I don't want to be misunderstood. I don't

think that there was anything particular—I don't know that I should say that that would have given me evidence that he was under the influence of liquor, but knowing his habits by my personal observation, and having already detected the smell of liquor continually about him, I said to myself he has been having too much to-day. That was my immediate conclusion.

"Q. And your conclusion was founded upon his giving what perhaps we would call his irreligious views in rather an emphatic way? A. Yes.

"Q. And did you smell his breath on that occasion? A. Why, I wouldn't like to say on my oath that I did, but I should be very apt to think that I did.

"Q. It is quite immaterial to you, Mr. Frost, whether you are under your oath; an oath doesn't add anything to the statement of a gentleman of your cloth. A. Well, I don't remember distinctly upon that definite occasion of smelling his breath, but I rarely, if ever, came in contact with him which I did very often, you might say that I perhaps had more to do with him—I don't know for what reason—I had more to do with him than any other of the chaplains, he seems to have gone out of his way to cultivate my acquaintance. If I was ever on the grounds, he would always come and sit down by me. I have often sat with him on the benches out in front here and I rarely ever engaged in any lengthy conversation with him, that I did not detect the odor of liquor upon him" (F., 1988-1989).

Mr. Frost further testified that he had sometimes noticed a little unstability in Mr. Shepard's gait and a curious bleary appearance about the eyes and he attributed the same to alcoholism, although at first he thought it due to use of morphine or some drug (F., 1990). He saw Mr. Shepard on an average about ten to thirteen times a month and frequently detected the odor of liquor upon his breath. His actions which were said to be due to his erratic temperament, it seemed to the witness must have been due to drinking. At times Mr. Frost felt the Commandant was not in a condition to transact ordinary business. He was asked the following questions by Commissioner Putnam:

"Q. Well, did he usually impress you as being unable to transact ordinary business? A. No, I wouldn't say that.

"Q. Did he frequently so impress you? A. I should say frequently, that would be a better word than usually.

"Q. Then frequently in the course of your visits, you were impressed with the fact that he was not in condition to transact ordinary business? A. Well, I don't know what you mean by ordinary business; some men can do more than others. I should have said that frequently during my acquaintance with him I should have considered him to have been so much under the influence of liquor that he was not in a condition to occupy the position that he did as Commandant of the Home.

"Q. Is that because you felt that the Commandant of the Home should be a man that did not drink liquor, or is it because you felt that he was not able to transact the business? A. Well, the two things are synonymous to my mind."

Witness thought that a man who used liquor publicly as Mr. Shepard did was unfit to hold the position even if it did not affect his capability. As a rule Mr. Shepard talked rationally—not always. The odor of his breath more than anything else; and the appearance of the eyes largely conveyed the impression of intoxication. A semi-somnolent condition further caused that belief. "I don't know that I can make it more explicit. I don't mean to say that Colonel Shepard was usually intoxicated, it would be far from my intention to give that impression.

"Q. You mean to say that he was not usually intoxicated? A. I should say he was not usually so" (F., 2018-2024).

Quartermaster O'Connor when asked if he had ever seen the Commandant disabled by the use of liquor so that he was unable to perform his duties or so that he was unable to take care of himself generally, answered: "No, sir; but I have seen him—I won't say what it was—some people might say it was morphine, some people might say it was liquor, but I have seen him perform his duties in such a disagreeable way that it would make an impression on people that there was something the matter with him."

"Q. It may have been due to indigestion? A. Yes, sir; I won't discuss the cause at all."

He could not say he was drunk and wouldn't say he was sober. He had smelled the liquor on his breath (O'C., 85).

Sergeant-Major McGuire testified as to this specification: That on the occasion of the parade when confusion arose in the ranks Mr. Shepard was under the influence of liquor (McG., 1602). That he knew of a hundred other occasions where Mr. Shepard was in such a condition although not intoxicated. He thought he had seen the Commandant under the influence of liquor so as to be unable to perform his duties but could not mention any occasion. He had seen him so drunk that he sat in his chair and was incapable of taking care of himself at all. It was between one and two years before witness was testifying (January, 1900), and witness had gone to the door of the room in which Mr. Shepard was sitting. He could hardly say the latter was conscious. There were two such occasions; on one he was sitting at his desk and on the other in a rocking chair. The witness could not tell what hour it was as to either time although his attention was called to the right of Mr. Shepard to have the same specified so that he might answer the accusation. He did not think the occasions were close to each other. He saw Mr. Shepard every morning and thought he saw him under the influence of liquor some times but over a year ago. He could not say he had not seen him intoxicated within a year. It would be four times a week that he would be more or less under the influence of liquor. He could not say that was the average. He could not say whether it would be two, three or four times a week. The condition was further manifested by a very ugly humor and thick utterances; and also by giving an order and soon revoking it. The orders referred to were given to others and not the witness (McG., 1603-1611).

Frederick McConnell testified: That he had seen Mr. Shepard under the influence of liquor. He usually saw him in the mornings at least four or five times a week and some times saw him under the influence of liquor. The most marked occasion was in

October, 1899, the 19th he thought, when witness came to headquarters to have some papers signed. He was detained by the Commandant about half an hour during which time Mr. Shepard talked to him about various things with the door closed. The manner in which he talked attracted McConnell's particular attention, so much so that after the interview he spoke to the adjutant about it and both agreed that Mr. Shepard was "considerably over the bay."

Witness knew Mr. Shepard was intoxicated from the smell of liquor on his breath and his undignified manner.

The latter consisted in his attempting to discuss with witness his troubles with the trustees and in shedding tears during the conversation. Witness asked Mr. Shepard at the conclusion of the interview if he had ever heard of him carrying news in any way and was answered in the negative. From this it may be inferred that Mr. Shepard had complained that his staff was disloyal to him. He (Shepard) complained that he was being persecuted by the Board of Trustees.

"Q. And then, as I understand it, Mr. McConnell, you were satisfied that he was under the influence of liquor because first there was a distinct odor of liquor upon his breath and then his conduct in talking to you on the subjects that you have just mentioned and his giving way to tears, all tended to show to you or satisfy you that he was under the influence of liquor, is that it? A. Yes, sir.

"Q. There was nothing further that indicated to you that he was under the influence of liquor? A. No, sir; only the manner in which he conducted himself.

"Q. Was his speech faltering; were his utterances thick? A. Oh, why, I don't know that I could say that they were. He didn't talk in an even natural way—in an unnatural condition, sort of a hysterical I might say in a measure."

It was about half past 2 or 3 o'clock in the afternoon. Witness did not observe such a condition earlier in the day although he was not positive he had seen him that particular morning. McConnell never saw the Commandant when he was not able to sit

in his chair properly and sign papers. When asked if he had ever known him to be unable to perform his duties because of the use of liquor he spoke of the spring when the Commandant departed for a visit to Dayton and which has already been referred to herein. Mr. Shepard was then in a very excitable condition and it was difficult for him to center his mind on any particular thing. After seeking to get the witness to give some example of such inability without success the following questions were asked:

"Q. Well, what I want to understand, Mr. McConnell, is whether it is a fact or not that during this period you were just speaking of, the spring of 1897, he was able to perform his duties so that your work was not interfered with? A. Why, Mr. Philbin, I only remember the general condition. I know at that time as it is brought back to my understanding. The particular happening I didn't charge my mind with it, sir, and I can't be specific as to occurrences generally.

"Q. Well, if your work was impeded seriously at that time by reason of his inability to attend to business, you would remember it, wouldn't you? A. Oh, yes, sir. I don't mean to say it has been so. No, sir; not seriously."

"Q. Then, as I understand it, you don't recall any instance with the exception of this day on the 19th of October, when he was under the influence of liquor? A. There are times, sir, but I can't give any data" (McC., 1671-1680). The testimony of James Faucett, the sheriff, that Mr. Shepard was intoxicated at the time of the chapel occurrence has already been set forth. He could not recall ever having seen him in that condition on any other occasion (F., 1581).

Frank Smith testified that he had resided in Bath thirty-five years, and was a police officer, having held that office for nearly sixteen months, and before that he had been employed in the garden at the Home. Mr. Shepard discharged him because he had violated the rules by riding a bicycle on the paths of the Home, but later changed the punishment to suspension. The Commandant used profane language in addressing witness. The latter had been employed in the Home before doing laborer's

work, and before that as fireman (S., 1851-1854). He said the above incident occurred in the fall of 1898, and Mr. Shepard was drunk as he was also a year before, when witness was employed in putting a bottom in a cellar in one of the buildings. On the bicycle occasion it was about twenty minutes of seven in the morning; the other incident happened between two and five in the afternoon. Mr. Shepard was in the habit of coming over to inspect the work frequently in the afternoons and was as a general thing badly drunk.

"Q. So that it was very evident from his appearance, the way he staggered and gave other evidences of being drunk, that he was very badly intoxicated, isn't that true? A. Yes, sir."

"Q. And what did he say to you on those occasions? A. Oh, he talked and wanted to know how long it was going to take us and everything like that."

"Q. How long would these interviews take? A. Oh, three or four or five minutes; wouldn't stay long. Mr. Shepard was not altogether stupid at such times, but he was very drunk—grossly intoxicated."

The witness then told about the morning incident and said it was the 26th of September, 1898, and Mr. Shepard sent for him about two hours and a half later, that morning or about 9 o'clock. He was not quite as much under the influence of liquor then (S., 1856-1864). At the later interview all the captains, Thomas Fogarty and Colonel Morgan were present, and Mr. Shepard was still intoxicated although not to such an extent as earlier in the morning.

The committee having received information tending to throw discredit upon the witness, and charging that he made an offer to Attorney Wheeler to testify falsely against Mr. Shepard, examined him as to the statement. He was asked if he had not called Mr. Wheeler over to him in the court house and said he had information affecting Mr. Shepard, and he answered in the negative. When asked to say what occurred, he said:

"I was looking for Mr. Wheeler and wanted to see him on some business, and I was told he was in the court house, and I

went over there and he was in the inside of the rail, and he says, 'Step over here'; and I went over to the table and sat down. We got done with our conversation. He asked me if I'd mail a letter for him. He gave me the letter and he didn't have any change less than a quarter, and he didn't have any stamp; and he wanted me to take the quarter and mail the letter. I told him I had a stamp and put it on for him and mailed his letter and went out."

"Q. That is all the conversation you had with him? A. Yes, sir."

Mr. Wheeler, who is an attorney of high standing in Steuben county, gave the following version of the episode:

"I think it was during the trial term of the Supreme Court last January. I think I had tried one case against Captain Little and Walter True, and we were waiting for a case in which Sebring and True were on the other side, which was expected to be reached that afternoon. Inside of the bar the desks are covered with cloth like this (pointing), only they are circular. I had a moment's time to write a letter to Mrs. David Pearson, Geneseo. She lives at New Castle, Pa., and she is a cousin of my wife, and Mrs. Wheeler wished me to write a letter to her and it occurred to me, and I went and was writing this letter and I had finished it—about finishing it—when Frank Smith came in—by the way a man I never knew—first time I ever saw him—by the way. I live in Hammondsport—and said he came in to speak to me about Shepard, the inquiry, and I will tell you what he said. He said Campbell sent him to me, my being attorney, and I asked him a few questions, what he knew. He said he had been a night policeman, I think, and I asked him what he knew about Shepard. I was in a hurry and he said that when going upon a bicycle he inadvertently got upon the sidewalk, as I remember it, and Shepard came down and yelled at him and screamed at him and made an exhibition, and I asked him if he was intoxicated, and he said he was, and that is substantially all that occurred."

Mr. Wheeler gave the same version as Smith as to the stamp incident of the interview (W., 2893-2894). James L. Sebring, the

attorney above named, overheard some of the conversation and his version agreed with Mr. Wheeler's in all the material details (S., 2880). John B. Woodward, who was also employed to put in the floor in the cellar, was called as witness to corroborate Smith. He testified that Mr. Shepard came to where they were working and smelled very strongly of whiskey or some kind of liquor, and acted kind of rattle-headed. He went around like a crazy man.

"Q. What did he say? A. Why he run to Smith first and he wanted to know of Smith if his name was Smith. Smith said it was. He went off across the cellar and back, and he came up where I was and he wanted to know how much longer it would take in there to put that bottom in. I told him, and he made a couple of more trips around the cellar at a pretty fast gait. Came back up where we was, and squared himself around and went out the door."

Witness did not see him stagger. He was asked if Mr. Shepard swayed when he stood, and answered that he kept stepping around all the time, but that at one time he stood still and witness did not see him sway. The cellar had some eighteen thousand square feet in it and was filled with brick piers about eighteen or twenty feet apart. Mr. Shepard walked all around the cellar, but did not collide with any of the piers. There were about twenty-six or more of them. He had seen the Commandant on a previous occasion, when he thought he was intoxicated, it being evidenced by the strong odor of liquor upon his breath and rattled way of speaking. He could recall no other occasion. His testimony does not fully sustain that of his fellow workman, Smith, who swore that Mr. Shepard was intoxicated on several occasions when he inspected the cellar work. Smith also said the work was not finished till December, and this witness was quite certain it was completed in November (W., 2104-2112). John F. Parkhurst 2d, testified that at one time about a year and a half ago (June, 1898), when he brought vouchers to the Commandant for his signature, he was in such a condition that it was some little time before he was able to bring his mind to the work. He

did not seem able to express himself, and there was an odor of liquor upon his breath. It was in the morning and Mr. Shepard was sitting in his office, at the table (P., 534). He had never seen the Commandant under the influence of liquor upon any other occasion, although he had often detected the odor of liquor upon his breath (P., 538). Dr. Emory C. Pixley, who had been assistant surgeon until September, 1899, testified that he had seen Mr. Shepard when he thought he had over-indulged, and it was evidenced more by a flushed face and impulsive manner. He had never seen him drunk so as to lose control of himself, or to cause his conversation to be unintelligible or disconnected (P., 628). He had known Mr. Shepard to be disabled by illness—bilious temper—and had treated him for bilious attacks (P., 634). Thomas Sage had been pharmacist at the hospital from February 1 to July 1, 1899 (S., 788). He testified that he had seen Mr. Shepard a great many times when he appeared to be under the influence of liquor; if not liquor some drug that made him act as if under the influence. "One particular occasion on the 12th day of March, at 5 o'clock in the afternoon, on which he inspected the hospital. He inspected that afternoon and seemed to be very much excited; talked a great deal; asked a great many questions very quickly, his pants were rolled up above his shoe tops at the time. He inspected the dispensary, the cellar and the liquor room, and went out. I watched him down the hall and he walked down very fast and went into the ward on the left. I followed him in and I saw him pull one of the lockers out, get down on his knees and brush the floor and push it back—throw it back rather—and say nothing, go out and walk down the hall again. That is as much as I seen of him." The object in pulling at the locker was to see if there was any dirt. Witness' reasons for believing Mr. Shepard to be intoxicated were his actions, he being very much excited.

"Q. And you think because he talked very rapidly and acted in a very nervous way that he was under the influence of liquor? A. Under the influence of liquor or some drug, I couldn't say—apparently under the influence of liquor."

When Mr. Shepard attended the choir rehearsals his breath smelt of liquor and that fact together with his actions led witness to believe he was inebriated at such times. His actions were rather hysterical (S., 797-800). The Commandant about 9 o'clock one Sunday night in June, 1899, sent for witness to come to his house. The interview occurred in the parlor and Mr. Shepard was very much excited. "I saw he had been drinking, and he was asking me about the choir. He had heard, he told me, he had heard that some of the ladies in the choir did not care to sing any more and he told me that he would make them sing or fire them out of the institution as he was the Commandant of the institution, and he would put them out if they did not sing. And he called them a lot of cackling hussies and he was very much excited and he would slam his fist down on the table while he was talking of the women in the Home, the nurses." The choir was for the Sunday services and some of the nurses had expressed unwillingness to sing because Mr. Shepard insisted upon their doing so; they wished to have it merely a matter of their own volition. Later in the interview with witness the Commandant went out on the porch and while in a chair he lost his balance and it upset causing him to fall over; a gentleman present assisted him to get up. Witness believed the accident was due to the condition Mr. Shepard was in.

"Q. Was there anything else besides his excited manner that conveyed to you the impression that he was under the influence of liquor, and this incident of the chair? A. No, nothing else.

"Q. Did he stagger when he walked? A. No, he did not.

"Q. Was his conversation disconnected? A. Yes, sir.

"Q. In what way? A. Well, he kept on the one subject; he was excited; in fact I didn't know what he said when he got through."

The only subject talked about was the choir (S., 801-803). Recurring to the first occasion when the Commandant pulled the box out, the witness was asked:

"Q. And he pulled this out and looked into it and pushed it back? A. Looked back of it.

"Q. Apparently for the purpose of seeing whether, I suppose, back of it was clean or not? A. Yes, sir.

"Q. And that gave you the impression that he was under the influence of liquor, is that it? A. Yes, sir" (S., 813).

Referring to his statement that Mr. Shepard's trousers were rolled up abnormally high he was asked if it was raining that day and answered it was not. He said they were rolled above his ankles.

"Q. Then it wasn't raining—you want to say it wasn't raining? A. I want to say it was not raining, but I am not positive whether it was raining or not."

The witness further said as an additional reason for the belief that it was clear, that if it had been storming Mr. Shepard would have tracked the mud into the halls and would not have used the door mat or rug (S., 817-820).

Dr. Arthur B. Shellman, the assistant surgeon, testified: That he had held that office since September, 1899 (S., 563). When asked as to the charge of excessive use of liquor by the Commandant, he said that Mr. Shepard was under the influence of liquor the day he, witness, came to the Home, the 15th of September. He went over to the Commandant's house with Doctor Pixley for the purpose of being introduced. Mr. Shepard's breath smelt very strongly of whiskey and he continued to repeat sentences—saying the same thing over and over. His general appearance indicated he had been drinking. Mr. Shepard asked the witness where he had been and how he came to be appointed; he said he alone was the head of the institution and that the witness would be Doctor Burleson's assistant. He told him about the rules and regulations of the Home in a general way. The doctor thought Mr. Shepard staggered on this occasion. The next time when witness saw the Commandant under the influence of liquor was the 19th of October, 1899. He was coming from the barn and met Mr. Shepard, who stopped and spoke to him about a man to take care of his horse. His breath smelt very strongly of whiskey and he talked in an excited manner. Witness asked that a certain man be detailed to care for his

horse and Mr. Shepard told him that he did not think the man would please him as he was too old and not a good man. He said he wanted the doctor to have a good man, one who would be satisfactory to him.

"Q. Well, the conversation you have just narrated doesn't indicate any reason for his being in the state of excitement? A. Then he went on to tell me how I could forage around the buildings through the Home—I don't know what he meant by that; don't know now; didn't stay to ask him to explain, and he talked there for some little time before I went on. I don't remember what other conversation that was said, sir."

The witness was unable to understand what was meant by the word "forage," he presumed there was such a term in the army, but just the exact meaning of it and how it was considered he did not know. He knew it was a word in common use in the English language, but could not define it. It was very difficult to get the witness to state fully the facts upon which his testimony was based, and he frequently asked to have questions explained although they were simple in character. He was either slow of comprehension or unwilling to testify freely. After endeavoring to ascertain how much the odor of the Commandant's breath entered into his conviction that he was intoxicated he was asked:

"Q. And then the other evidence of his being under the influence of liquor on that occasion was his excited manner, is that it? A. Yes, sir.

"Q. But are you able to state what that consisted of? A. Can't describe it to you in detail, but if you have seen Colonel Shepard when he talks, you know that he talks at times in an excited manner, but to describe the actions I can't.

"Q. I have never seen the Commandant under the influence of liquor. A. I don't mean to say that you have.

"Q. And therefore if I have seen him talk in that excited manner, it did not convey to me that he was under the influence of liquor. A. Excited manner connected with the odor of his breath. The odor of his breath would have been sufficient for me without anything else to know that he was under the influence of liquor.

"Q. Was there anything else in his manner besides excitement; was he uncouth; was he rough? A. Not in the least.

"Q. Was he violent? A. Not in the least.

"Q. Did he use violent language? A. He did not.

"Q. Did he conduct himself so far as his language was concerned as a gentleman? A. Yes, sir.

"Q. Did he conduct himself otherwise as a gentleman? A. By his actions, you mean, personal actions?

"Q. Yes, in any way? A. Why, he talked with me there in a good, friendly way.

"Q. Did he throw his arms around or make violent gestures? A. Not specially so. He is a man often when he is talking becomes nervous and puts his hands in his pockets and steps around and stirs around a little bit.

"Q. Is that what he did on that occasion? A. Yes, sir.

"Q. Did he do it on that occasion any more than he usually does it? A. I thought he did" (S., 574-582). Mr. Shepard once reprimanded the doctor in a violent manner because he thought he had not treated one of the members properly, and told him he had no right to treat patients like that. His relations with Mr. Shepard were not less cordial because of the reprimand, although he thought it undeserved.

Inspector Morgan who has already testified that he believed Mr. Shepard was under the influence of liquor when the chapel incident occurred, testified as to the specifications now under consideration. He said there had been occasions when it would have been charitable to have thought Mr. Shepard was under the influence of liquor. That at the time of a dress parade, Mr. Shepard became so very much enraged because a little child was out on the green, that the witness thought the most charitable construction to put upon his conduct was to believe he was intoxicated. He did not hear what Mr. Shepard said. When asked to mention another time the witness said:

"Well, I don't know. There is another occasion I say it would be charitable to say so. I remember an old man by the name of Cook from Albany who had charge of the paint shop here. I

remember one evening that the colonel met him out on the walk and said to him, 'Why, haven't you gone?' He was going to take his discharge, and the old man says, 'Why, I am waiting for my papers.' And he came rushing into headquarters here to the adjutant to know why Mr Cook hadn't got his papers, and the adjutant says, 'Why, he has got his discharge papers.' And it proved to be that he hadn't got his pay from Mr. Howell. The colonel called him a liar, and said very rough things to him, 'I hope I will never see your damned old face again,' or something of that kind. I thought it was so rough, and that old man almost in his grave; he had been a very nice old man here."

He could not recall any other instance of intoxication although he saw Mr. Shepard every morning when making his daily report. The Commandant was of a very nervous temperament and subject to melancholia (M., 2083-2087).

Lafayette Small, a resident of Bath all his life with the exception of a short interval of absence ending in 1885 (S., 1755), was also called as a witness as to these items of the charges. He said he had been employed at the Home as a carpenter and joiner, and in the year 1898, he saw Mr. Shepard coming towards him on the grounds and shouting. "He had his pants rolled up to the knees" and was calling for some one to come. Mr. Fogarty with whom witness was working, directed the latter to go to the Commandant and upon doing so he was told by Mr. Shepard that no one took any interest in the Home grounds except himself. Witness was ordered to repair the cover of a coal box and Mr. Shepard acted "kinder like a maniac." His breath smelt very strongly of whiskey. Mr. Shepard continued his inspection and finding disorder upon the grounds called loudly for Sergeant Williams. It was about eleven o'clock. Witness further said that Mr. Shepard's trousers were turned up so as to be above the top of his shoes, thus modifying his original statement. At another time Mr. Shepard having heard that witness was doing work for other persons while employed at the Home "flew mad," came to him and said if he drove a nail for anyone else he would discharge him. He was intoxicated, his breath having the odor of

liquor. He did not stagger. Mr. Shepard had accused the witness of trying to shirk his work and spoke very harshly to him without cause (S., 1758-1764). He thought he had been unjustly discharged by Mr. Shepard, but it did not cause him to have ill feeling toward him (S., 1771). Mr. Coyne asked the following questions:

"Q. Have you attempted to detail all of the times that you have seen the colonel under the influence of liquor, or just such times as you now have a present recollection of? A. Well, I have seen him drink beer up at this house.

"Q. Well, have you seen him on other occasions that you don't now recall, when you had reason to think he was under the influence of liquor to a greater or less extent? A. Well, I wouldn't want to say so unless I had, you know."

"Q. Unless you had a present recollection of it? Was it a frequent or not a frequent thing for you to detect the odor of liquor on his breath when you were around with him? A. Well, I was never very close to him only three or four times" (S., 1769).

George H. Parker, whose testimony as to another specification has been considered, testified as to these items. He stated that he had seen Mr. Shepard frequently at the trains and at the Home. When asked if he had ever seen him under the influence of liquor, he said there was one time that he came down to the station and "Was in pretty bad shape." It was about a year ago (January, 1898).

"Q. And what do you mean by in bad shape? A. Well, he was intoxicated.

"Q. Well, was he helpless? A. Oh, no; no, sir; he was very lively.

"Q. Was he staggering? A. No, sir; I don't think he was. I didn't discover that.

"Q. Was he undignified? A. Well, he acted unnatural, very."

Mr. Shepard's conduct and conversation were unnatural and also his actions on the train. He got off and on two or three times and came into the office during the time the train was there —about five minutes. "He made up his mind he wanted to go

in the parlor car and he came in and talked with me about that, and went out and, I guess, did get on the parlor car. Then he got off again and wanted to borrow 25 cents; and several things that were entirely unnatural for the colonel."

"Q. He seemed to have reasons for getting off, because the first time he got off again was to change into the parlor car, and the second time was to borrow 25 cents, didn't he? A. He came into the office to see me two or three times.

"Q. So that his action was not without some motive each time in getting off? A. Oh, undoubtedly" (P., 1739-1741). Mr. Coyne questioned the witness as follows:

"Q. You stated that you had seen the colonel intoxicated at your station on one occasion, and in answer to the chairman's question, attempted to detail things which he did, which characterized him, in your mind, as being intoxicated. I suppose you have seen men intoxicated a great many times? A. Yes.

"Q. And while it may be more or less difficult to detail the various things that they did just at that time which impressed themselves upon you and convinced you that the person was intoxicated, I presume, it isn't at all difficult for you to tell when a man that you are acquainted with is intoxicated and when he is sober? A. Why, it ought not to be.

"Q. It isn't a matter of expert testimony? A. No; I am sure, I didn't make any notes or charge my mind.

"But you were fully satisfied on that day that the colonel had been using liquor to excess and was manifestly under the influence of it? A. Yes, sir; that was my opinion.

"Q. Have you seen him on other occasions when he was more or less under the influence of liquor? A. I don't know that I have, sir.

"Q. Ever pay any particular attention to see whether——? A. Not at all; never" (P., 1746).

The foregoing is all the testimony tending to sustain the general accusation that Mr. Shepard was addicted to the excessive use of liquor. Before considering the specific charge that he was intoxicated at the depot of the Bath and Hammondsport Rail-

way Company's station (XIV), the testimony in rebuttal of the general accusation will be reviewed.

General Daniel E. Sickles, when asked what he had to say as to charge of excessive use of liquor, said: "I have never seen the slightest indication of it during the three years that I have been on duty" (S., 357).

General Horatio C. King said: "I have perhaps been as close to Colonel Shepard as any member of the Board because I knew him before he came here, knew of his official relations and the high standing that he had always had, and I watched him perhaps more closely than anyone else—being more intimately associated with him—and in all that period I never seen him under the influence of liquor. That he drinks in a gentlemanly way I know, but that he ever is placed *hors de combat*, why, I don't believe."

"Q. Did you ever see him under the influence of liquor? A. Never" (K., 185).

When asked as to the statements that Mr. Shepard was intoxicated on the parade grounds on the 9th of July, 1899, the witness said he had been with him all that day and he was perfectly sober (K., 189).

Trustee Shoemaker testified that he did not think Mr. Shepard was an excessive drinker and he had never seen him under the influence of liquor so as to be unfit for duty.

"Q. To what extent was he under the influence? A. Why, he was like the rest of mankind, I suppose, he would take a drink once in a while. I have done it once in a while myself.

"Q. Did you ever see him in such a condition that he was unable to talk intelligently? A. No, sir.

"Q. Did you ever see him in a condition where he was affected physically, staggered or gave any other indication of intoxication? A. I have not.

"Q. Has the Board ever had any complaint made to it about his improper use of liquor? A. There has been a great deal of talk about it, but I don't think anything has come before the Board.

"Q. What do you mean when you say there has been a great

deal of talk about it? A. The same talk that we have heard about the proposed charges. The question of his being drunk upon the grounds" (S., 135-136).

Mr. Shoemaker was also asked as to the parade grounds instance of alleged intoxication. He said he was with Mr. Shepard all day and lunched with him that night before leaving for home. There was no indication whatever of Mr. Shepard's being intoxicated. "I know he wasn't. Mind you, I don't say he hadn't a drink; I had one myself, but taking a drink and being under the influence of liquor are two different things in my judgment. I may not agree with all you gentlemen on that score."

The witness thought that if Mr. Shepard's orders had been obeyed there would not have been any confusion in the lines, although it might have been the result of his not giving proper orders (S., 136-138).

Trustee Palmer testified that men who had left the Home told him that Mr. Shepard was drunk all the time, which was not according to his own knowledge. He could not say it was untrue as Mr. Shepard might have been drunk every day of the week and he not see him; when he saw him he was generally sober.

"Q. Well, you don't think it is possible that this subordinate of yours could be drunk all the time, do you? A. You mean the quartermaster?

"Q. Colonel Shepard. A. He could be drunk all the time?

"Q. Yes. A. Oh, I suppose that he could be drunk all the time.

"Q. Then don't you think you were rather lacking as a member of the executive commitee—for such a thing to exist? A. Oh, I made a mistake in bringing him into the Board.

"Q. You spoke about his being drunk all the time. A. Oh, I wouldn't say that.

"Q. Then do you believe these statements of those persons who had severed their connections with the Home, that he was drunk all the time were true or untrue? A. Well, it wasn't them alone and there were others who had made statements to me in confidence which I never repeated.

"Q. No, but we were speaking, General, as to certain criticisms and more particular in relation to his lack of popularity with the inmates here? A. Yes.

"Q. And you said that he was unpopular with the members? A. Yes.

"Q. And among your reasons for so believing were statements made by persons who left the Home, and as I understood you now to say these statements consisted of the charge that he was drunk all the time. A. Well, I think I probably mis-spoke myself if I said all the time. If I did I ask to be corrected in that.

"Q. Then you do not wish to be understood as saying that these persons had stated to you that he was drunk all the time? A. No.

"Q. Then will you kindly state just what you wish to be understood as saying in that regard? A. In regard to his drinking?

"Q. In regard to the statements made to you by people who had left the Home. A. Well, I suppose from what they had heard here and the statements from what I have heard of others, they had reason to believe that he was in the habit of getting drunk" (P., 733-734).

The foregoing questions and answers are a fair illustration of the result frequently obtained by refusing to accept a mere general statement and insisting upon the witness stating the facts specifically and the grounds for his conclusions. The witness was asked if anyone connected with the Home had complained to him of Mr. Shepard's being drunk and answered in the negative, saying, however, about two years ago he had heard some gossip.

"Q. And what did you do when you heard it? A. I didn't do anything, because I have heard so many men charged with being drunk that I knew it wasn't true; that I wanted to see him drunk before I would believe it."

He was further asked about this charge as follows:

"Q. Do you mean this Commission to understand that you have never during your and his connection with this institution, seen him under the influence of liquor? A. No, sir; I couldn't say that I ever saw him under the influence of liquor" (P., 738-739).

Trustee Finch testified that he knew nothing about this charge except that Mr. Shepard drank liquor frequently. He had never seen him intoxicated nor under the influence of liquor, although he had noticed the odor of liquor upon his breath.

"Q. And you have heard some of the testimony given here, have you not, touching upon his excessive use of liquor? A. Yes, sir.

"Q. Well, can you personally give no information to this committee in that regard? A. Not a particle.

"Q. I understand you to say you have been visiting this institution during your connection with it as trustee in an average of once a month; in fact sometimes more frequently than once a month, and yet I understand you to say that you have never seen the Commandant under the influence of liquor; is that true? A. That is true" (F., 1503-1504).

Trustee Cleary testified that he knew nothing about this charge and had never seen Mr. Shepard under the influence of liquor (C., 825).

Chaplain Arnaud who had been in the Home since February, 1899 (A., 2404), testified that he arrived at the Home from his residence in Bath about 8 o'clock in the mornings and left about five in the afternoons, except Thursdays and Sundays when he had evening service and left about nine in the evening (A., 2403-2404). He had never seen Mr. Shepard under the influence of liquor although he had seen him drink wine at his own table—a little more than a glass (A., 2418-2420). The witness was present on the parade ground on the 9th of July, 1899, had conversation with Mr. Shepard about the time of the parade and introduced his daughter to him. He saw no indication whatsoever of Mr. Shepard being under the influence of liquor on that occasion (A., 2424-2427).

William E. Howell, the cashier, and who had held the office of trustee for four years, beginning in the year 1879, was asked if he had ever seen Mr. Shepard under the influence of liquor and answered:

"No, sir. Well, now, I don't know. I have seen Colonel Shepard when I thought he had had something to drink, but not anyways incompetent or incapacitated for business or so that he

would show it. I have thought sometimes that he might have had a drink of liquor, but I have never seen the man when I regarded him as 'over the bay' at all."

"Q. Why did you think, on those occasions, that he had had a drink of liquor? A. Well, I don't know, but I might have smelt it." That was the only evidence witness observed. Mr. Shepard had taken one drink of liquor with him (H. 1362-1363).

Rev. James Griffin, a Roman Catholic clergyman, was one of the five visiting chaplains of the Home at the time a resident chaplain was appointed and had held office since June, 1895. He was continued in office because a large proportion of the men were members of his faith. The Home was visited by him usually once a week (G., 2822-2823). He saw Mr. Shepard on an average of about twice a month either at the Home or elsewhere. He had never seen him under the influence of liquor, although he had perceived the odor upon his breath on two occasions. The witness had never seen Mr. Shepard in a condition that, though sober, showed he was suffering from the effects of an over indulgence in liquor (G., 2826-2830).

John Maerkle had been a member of the Home four years and a half and had held the position of captain for three years under Mr. Shepard's appointment. He had been appointed corporal by Mr. Shepard's predecessor (M., 2926). Witness attended court-martial every week-day and saw the Commandant at other times at headquarters at the barracks and on the grounds. He had never seen him under the influence of liquor. He also saw him on the parade on July 9, 1899, and he was not under the influence of liquor (M., 2927-2932).

William B. White had been a member of the Home since December, 1897, and been employed as a clerk at headquarters since February, 1898, under appointment by Mr. Shepard.

"Q. Have you ever seen the Commandant under the influence of liquor? A. I have never seen him when I judged from his appearance or his conversation or his language that he had had one drink of liquor, not one minute.

"Q. How much do you see of him, every day? A. He couldn't

come in the place or go out without my seeing him, my desk is in such a position that I can command a view of the front door at all times. I am there in the summer at 5 in the morning, 5.30 in the winter, and stay there until 8 o'clock at night. It would be impossible for him to move without my seeing him, besides going into his office frequently on business myself.

"Q. So far as your observing him come in or go out of the Home, of course you could not tell whether he was under the influence of liquor unless to such an extent as caused him to stagger, but he might be under the influence of liquor, and his movements physically not be affected in any way—it might be a matter of mental operation that was affected. Now, you say you have come in contact with him and have had conversation with him. A. Well, there was very few days but what I would be obliged to go in there—either he has called or business of my own; very seldom I wouldn't be there, frequently a number of times during the day, getting out different sorts of papers.

"Q. And you mean to say that you have never seen him under the influence of liquor? A. Never have, most certainly not, for one minute never had such suspicions.

"Q. Have you seen him when he has been rather excitable? A. Nervous and excitable; he is an emotional man; seen him sometimes when a thing would appeal to his sympathy get quite excited and indignant on account of others" (W., 2934-2936).

Witness also swore that Mr. Shepard was not under the influence of liquor on 9th July, 1899, on the occasion of the parade that day (W., 2937).

Rennie L. Knight was admitted to the Home in March, 1894, and under appointment by Mr. Shepard had been a clerk at headquarters for two years. He was constantly on duty at headquarters and saw the Commandant every day. He had never seen him under the influence of liquor or in a condition that led him to suspect he had been using liquor to excess.

"Q. Have you ever seen any indication of his having taken liquor? A. No, sir; only indication I ever saw—one day I had occasion to go into the back room with a dead man's effects—

it was part of my duty at that time to wrap up dead men's effects —few effects they had in the way of little personal effects, put them up—one or two cigar boxes usually held them—went in the back closet one day; I think it was a day of the meeting of the Board of Trustees; I saw a little glass pitcher and a couple of glasses sitting on a table." It apparently contained liquor (K., 2943-2946).

William J. Holbridge, whose testimony on another specification has been reviewed, testified as to this charge that he had never seen Mr. Shepard under the influence of liquor and never saw him take a drink of it except at his own table, on an occasion when witness was a guest.

"Q. You mean to say that you have never seen the Commandant under the influence of liquor? A. No, sir; I have never seen him under the influence of liquor.

"Q. I mean by that, affected by liquor; even to the slightest degree? A. I quite understand. I might say this, that I thought at one time that I detected the odor of liquor upon his breath, only once in all my acquaintance with him."

Witness said Mr. Shepard was not, in his opinion, under the influence of liquor on the 9th of July, 1899 (H., 2920-2922). Holbridge had been a member of the Home since 1895 and held the position of bugler by Mr. Shepard's appointment as already stated.

Eva Aulls, who had been employed in headquarters in the Home from May, 1897, to November, 1899, and who had held first the position of stenographer and later of chief clerk but who had left to take a position elsewhere, testified that she did Mr. Shepard's stenographic work even when she acted as chief clerk (A., 1409-1415). She had never seen Mr. Shepard when she thought he was intoxicated or under the influence of liquor.

"Q. When I say intoxicated, I do not mean that he was helplessly or staggering drunk, but simply to a certain extent under the influence of liquor so that he did not act in his usual manner? A. No, I never saw him when I thought he had been drinking to excess.

"Q. Well, have you ever seen him act differently from his habitual manner and thereby got the impression that it had been due to taking some liquor? A. No, I have not" (A., 1422-1423). The witness's relations with Mr. and Mrs. Shepard were friendly but in a business way only (A., 1432, A., 1448).

Walter F. Stewart was also examined on this charge. He had been employed in Mr. Shepard's house as butler for ten months (S., 675). He said:

"I simply know that the Colonel drinks perhaps as other men do. I have never seen him when I considered that he had lost his better judgment on account of the excessive use of drink.

"Q. Well, do you mean to say by that you have never seen him under the influence of liquor? A. I have never seen him under the influence of liquor that he might be considered drunk" (S., 690).

William R. Dean was employed in the Home as an assistant pharmacist from about September, 1896, to about September, 1897. At the time of testifying he was attending a medical college in Buffalo, but his home was in Bath. He recalled meeting the witness Sage at Mr. Shepard's house one evening in the summer of 1899; he also remembered the accident to Mr. Shepard in falling out of a chair. The latter was made of rush and without legs, being bell-shaped at the bottom. It was very unstable. Mr. Shepard picked himself up and was not under the influence of liquor (D., 2392-2397).

Under a stipulation entered into by Messrs Coyne, Finch and Smith, with Mr. Shepard, the committee consented to waive the personal attendance of Matilda D. Snow, and accept her affidavit. She resided in Boston, Massachusetts, and was in infirm health. Mrs. Snow referred to the occasion mentioned in the testimony of Doctor Shellman and when he called with Dr. Pixley at the Commandant's house in order to be introduced. She averred it occurred on the 15th of September, 1899; that the doctors arrived at the house about 8 o'clock that evening, and at the time of their arrival the deponent and Mr. Shepard were playing a game of cards in Mrs. Shepard's room, who was indisposed; that Mr.

Shepard was absolutely free from the influence of intoxicating liquors and had perfect control of his mental and bodily faculties. He had just had supper with deponent and during the meal no wine nor liquor was served or drank; that while engaged in playing cards Mr. Shepard sat opposite to her and they were separated only by a narrow table. His breath carried no oder of intoxicating liquors. Deponent spent the balance of the evening, after the doctors had left, with Mr. and Mrs. Shepard, and the former was during the entire evening free from the influence of liquor (S., 2999).

George W. Wright, who had been a member of the Home for five years, as already stated in relation to his testimony on another specification, testified that he had never seen the Commandant under the influence of liquor. He had occasion to go to headquarters almost every day in search of news items, being a correspondent for some newspapers. He thus saw a good deal of Mr. Shepard, with whom he was upon very good terms, but not intimate (W., 2456-2458).

Oscula M. Bagley had been a member of the Home since January, 1897, and held the position of special officer at the canteen. It was part of his duty to attend court-martial, and he also saw the Commandant frequently, both night and day. He had never seen him under the influence of liquor and had never observed the odor of liquor upon his breath. The witness had been appointed to the position he held by Mr. Shepard and supposed his appointment depended entirely upon the latter. He received $10 per month (B., 2895-2904).

Chauncey Brown testified that he had entered the Home in January, 1891, but had been absent at various times, at one time being away for two years. He had lived in the Home continuously since about November, 1897, except for an absence of three months about May, 1899, and he was on furlough at the time he was testifying (B., 2905). Witness had attended the court-martial a number of times to give testimony; had seen the Commandant three, four or five times a week on an average, and had had conversations with him a few times now and then. He knew

he had never seen him under the influence of liquor. (B., 2908-2909.)

George C. Densmore had been chief engineer from October 1, 1894, to June 1, 1899, and resided during that period at the Home. He resigned to take charge of the publication of a technical paper in New York city (D., 2578-2579). He testified he had never seen the Commandant under the influence of liquor.

"Q. How often did you see him when you were connected with the Home? A. Why, on the grounds, I saw him once a day, and generally two or three times a day."

He always saw him twice on Sundays, at church in the mornings and at headquarters in the afternoon.

"Q. And did you have to make a daily report to him? A. Yes, sir; 9 o'clock every morning.

"Q. And you still mean to say that you never saw him under the influence of liquor? A. I mean to say that most emphatically. I was very much surprised when I read the charge; something that never entered my head; never was talked of among the officers there.

"Q. Well, you don't understand me to mean that he was intoxicated in the ordinary use of the word, but under the influence of liquor to any extent? A. Not under the influence of liquor to any extent" (D., 2595-2597).

"Q. Mr. Densmore, I would like to have you carry your mind back to the period of two months that immediately followed his becoming connected with the Home, and prior to the time of his departure to Dayton, and tell me what his physical condition was at that time; it has been stated that he was in a highly nervous condition, which apparently resulted from prolonged and excessive drinking; can you recall that period sufficiently now to be able to tell what his condition was? A. I have never noticed anything about Colonel Shepard since I have first seen him—that there was any marked difference in his appearance."

Witness further stated that Mr. Shepard might have been in a condition that a physician would notice, but there was certainly nothing that a layman would (D., 2597-2598).

When Mr. Shepard's testimony as to this charge is set forth the statement that his physical condition was affected by an open drain underneath his office will appear, and the information given by Mr. Densmore on that point will now, therefore, be presented. He said that there was a drain put in the cellar that had had a siphon trapping with a back valve, and that whenever any pressure came back on it the valve was closed. The cellar used to trouble them with flooding, and it seems they had broken the trap very early in the history of headquarters, probably in the year 1889, so that the water could run from the cellar into that trap and off.

The witness called Captain Blackman's (the former Commandant) attention to the drain, but was told he need not meddle with it. After Captain Blackman left, witness called the attention of the superintendent of construction to it, who spoke to Trustees Campbell and Shoemaker. The open drain carried off the sewage of the building, and whatever sewer gas there was ascended to the floor above, Mr. Shepard's office. The latter told witness he was feeling the effects of sewer gas. Mr. Densmore thought that General Rogers, when he was superintendent, as the office of Commandant was then designated, had not used the same office, but a room back of it, under which the drain did not pass. Captain Blackman, Mr. Shepard's immediate predecessor, had been in office only a few months. The witness had had social relations with Mr. Shepard and visited his house quite frequently when at the Home (D., 2599-2603). He had heard Dr. Burleson say that Mr. Shepard was attributing his bad feeling to the sewer and he did not know but that it had something to do with it, but he doubted if it had as much as Shepard thought. Witness was asked how long before the trip to Dayton this conversation was had and answered that it might have been that afternoon; the interview occurring about 2 o'clock in the afternoon.

"Q. The surgeon has sworn here that the Commandant was in a very nervous condition, and he ascribed it to over indulgence in liquor. I understand you to say to the questions that I have

already asked you, you did not notice his being in that condition? A. I didn't notice any liquor" (D., 2617–2618).

Oscar Eastmond had been a member of the Home since September, 1898, and had had charge of the news-stand since December of that year. He had been on very friendly terms with Mr. Shepard, visiting his house five or six times during the past year. He had never seen the Commandant under the influence of liquor. His attention was called to the fact that considerable testimony that Mr. Shepard had been under the influence of liquor had been given, and he was asked how he could reconcile those statements with his. He answered that such testimony was biased and by Mr. Shepard's enemies, who had a grudge of some sort. He further said that he might at times see Mr. Shepard two or three times a week and again not once a week (E., 2476–2483). The witness was appointed to the position he held by Mr. Shepard. He received compensation for his services (E., 2476-2489).

Arthur L. Barnum was examined as to this item of the charges also. He said he had occasion to see Mr. Shepard once a week (B., 1087). He had never seen him under the influence of liquor, although he had seen him act in a nervous and irritable manner. He knew he was not under the influence of liquor upon such occasions (B., 1093–1094).

Frank S. Downing testified as to this specification that he had never seen Mr. Shepard under the influence of liquor (D., 1114). He told of an occasion when the Commandant was very much excited, but said he did not attribute his condition to the use of liquor (D., 1121).

Thomas Fogarty was employed at the Home as carpenter and draughtsman since the autumn of 1894, and at the time of testifying he was superintendent of construction. He had designed and built several of the buildings of the Home, including the mess-hall and some barracks (F., 1435). He saw the Commandant every morning at 9 o'clock, when making his report as head of a department and to obtain instructions. He had never seen him intoxicated or under the influence of liquor and had never detected the odor of liquor upon his breath. He had seen Mr.

Shepard excited, but did not think it was because of liquor, but because he was provoked about something. He had once been found fault with by the Commandant, but it was only what a man would naturally do under the circumstances, and Mr. Shepard was right. Witness was on friendly terms with Mr. Shepard in a business way only. At Mr. Campbell's request he was asked if he had not received gifts from the Commandant and said he had not. In answer to another question he said he had received gifts from Mrs. Shepard at Christmas. He also said that he was in the habit of doing odd jobs at Mr. Shepard's house, but not things he thought the latter ought personally to pay for. He first met Mr. Shepard the morning after he took command. He had frequently seen men who were suffering from the excessive use of liquor, and Mr. Shepard was not in that condition at that time that witness knew of (F., 1462–1469). Mr. Fogarty was asked the following questions by Mr. Coyne:

"Q. Were you here when the Colonel made his trip to Dayton, in the spring of 1897? A. Yes, sir; I was here that spring.

"Q. And I suppose you were in the habit of seeing him daily, then? A. Yes, sir.

"Q. And there was no occasion about that time, when you saw him in the morning or any other time during the day, when you had any reason to suspect that he had been using liquor? A. No, sir."

Witness did not notice the slightest thing unusual about him (F., 1483–1484).

John F. Little was one of the original trustees when the State took charge of the Home, in 1878, and held office for two years. He was again appointed about 1882 and served for ten years (L., 2320). As has already been stated, Mr. Little acted as counsel for Mr. Shepard, in relation to these charges, although not allowed to participate in the proceedings because of the ruling of the committee hereinbefore referred to.

Mr. Little testified that he was present at the parade on July 9, 1899. He gave the following description of the incident:

"The adjutant was there, and without any experience in com-

pany or battalion formations, he undertook to form his—to throw out his line from the center—get his position so far as the drive was curved—get his position and then throw out his right and left guides; then when he would come to look both ways he had a crooked line."

There was some confusion between the men and the adjutant and witness saw Mr. Shepard with the latter, having some dispute. Mr. Little had had some experience in military tactics, having during the war served in the army at the seige of Port Hudson, and in the Red Campaign and taken part in the capture of Mobile. He was with the Commandant on that afternoon from about 2 o'clock until about 5 or 6 o'clock. Mr. Shepard was not under the influence of liquor nor was there any odor of liquor upon his breath (L., 2331-2335).

"Q. What have you to say as to the Commandant's alleged use of liquor? A. I have seen Colonel Shepard; he has been at my house; I have seen him at his own house; at this public dinner to Judge Parkhurst that I spoke of, I have been there to meet Comptroller Morgan, Comptroller Roberts, rather, and have lunched with him and General Sickles. I have met him at other places around, been there Sundays, and possibly two or three times I have been there in the evening; I have never seen Colonel Shepard in my life under the influence of liquor so that I, as a layman, could discover it or could tell it" (F., 2339).

This embraces all the testimony given on these specifications except that of Mr. Shepard in rebuttal, and which is reserved until the evidence in relation to item XIV, the alleged intoxication at the Bath and Hammondsport railway station, is set forth.

Maurice A. Hoyt, station agent at Hammondsport of the Bath and Hammondsport Railway Company, testified that during the autumn of 1898 he was baggage master at that station and the following interview with Mr. Shepard occurred:

"It was in regard to a trunk that was brought up the lake on that afternoon on the boat and by accident carried back on the boat again and went back down the lake, and as soon as we found out that the trunk had been carried back, we intercepted it at

Urbana, that is four miles down the lake, to have it brought back again by the next boat, which would arrive there about 6 o'clock, in time for the last train to Bath, and the Colonel seemed to be very much put out about losing the trunk, and I tried to satisfy him that the trunk would be brought back in good shape and forwarded to Bath without any expense to him, but I didn't—I couldn't satisfy him in any way. He didn't seem to want to be satisfied. He insisted upon abusing me and said, probably I had two or three trunks up to my house by this time that I had stolen in that way; and certainly made me pretty mad and I told him if he insisted in using that kind of language he would have to leave the station. And his wife implored me not to strike him; said he wasn't accountable for what he was saying; wanted me not to pay any attention to what he said. I tried my best to get away from him and he kept following me around. Finally I did put him out of the baggage room, barred and locked the door and he came around and came in the back door and kept on using language that I didn't like until the train conductor called, 'All aboard' and they went on the train. There was quite a crowd around there at the time."

Mr. Shepard's language was profane, he saying the men at the station were "a damned lot of blockheads." He was under the influence of liquor, but did not stagger and had sufficient intelligence to buy a railway ticket and tell where he wanted to go to and for any other ordinary matter of that sort. Mr. Hoyt had not observed Mr. Shepard before he spoke to him about the trunk (H., 319-321). Witness further stated that Mr. Shepard "ran around as if half crazy; he was so mad he acted as if he wanted to run somebody out of the depot; run them down, swearing at them and running from one person to another; he ran to the station agent and then he went to me." He noticed the odor of liquor on the Commandant's breath. The boat arrived at Hammondsport about 3.40 p. m. and the train left for Bath about 4.50 p. m. and Mr. Shepard was around the station between those hours. The excitement occurred just before the departure of the train. Witness was requested to attend as a witness by Attorney

Wheeler, over the telephone. He saw Mr. Wheeler in August, 1899, and was asked some questions by him as to the occurrences (H., 323-326).

Clinton L. Holmes, who was station agent at Hammondsport at the time, testified. He thought the incident occurred in August, 1898, but it might have been September. Mr. Shepard was intoxicated, his language for one thing indicating that condition. He came to the window of witness's office and inquired about a trunk which should have been put off at Hammondsport and no doubt was, but was put back again on the boat and went down the lake. He told Mr. Shepard he would see to it and went out on the dock and found the trunk was not there. He then telephoned to Urbana instructions to send the trunk back and reported to Mr. Shepard that it would be returned without any expense. This conversation occurred about twenty minutes after the arrival of the boat. Mr. Shepard then went to the baggagemaster (Hoyt), and witness heard some loud talking. The witness's office was of the kind generally used in railway stations and had the usual small window. At the time Mr. Shepard was talking to witness through the window he was presumably twelve or fifteen inches away from him, the platform or counter of the window being about that width.

"Q. Did you notice the odor of liquor on his breath while talking to him? A. No, sir; I didn't. I couldn't say that he was looking right at me at the time.

"Q. But when he was talking to you through this little aperture his face was more or less close to yours, and he must have been looking at you, must he not? A. I presume he was, but whether I stood right up to the window or whether I was sitting at my desk, which is close by, I can't remember."

He talked to Mr. Shepard and tried to quiet him when he became abusive. He did not think he was close enough to the Commandant to detect the odor of liquor. Mr. Shepard said they were "a lot of damned bullheads." He had on a cream colored flannel suit and it was not disordered and looked very clean.

"Q. Well then, how was his condition or intoxication mani-

fested to you? A. By Mrs. Shepard; she says, the Colonel isn't responsible.

"Q. And you understood that remark to refer to his condition as being intoxicated? A. Yes, sir."

His actions and abusive language also indicated to witness that he was intoxicated. Witness did not think he had ever had a man swear at him before when a trunk was lost, and when he did all he could to find it. Attorney Wheeler spoke to witness about this incident about September, 1899, and told him he might have to go to Albany to testify, as there was going to be an investigation. He also had a conversation with Mr. Wheeler on the day he testified and there were present Witness Hoyt and Mr. Fish (H., 329-335). The latter was present at the time the occurrence took place and had told Mr. Hoyt if he had any trouble about the matter he would see that he came right. Mr. Fish resided in Bath (H., 325). He was not produced as a witness. Witness saw Mr. Fish at a hotel in Bath on the day he testified. He saw Hoyt put his hands on Mr. Shepard's shoulder and push him out of the baggage-room and the latter re-enter by the back door. Mrs. Shepard told her husband not to make a scene (H., 336-338).

Frederick Collin, a lawyer of Elmira, New York, testified: That he had been engaged in practice since the year 1876, that he met Mr. Shepard at the Hammondsport depot about the first of August, 1898, and was introduced to him, Mr. Collins, by his cousin, Dr. Park, of Buffalo. There were several in witness's party, which was waiting to take the boat to Keuka Lake Club House. Mr. Shepard was waiting for the boat to come in, and witness and the others conversed with him, he thought, not less than twenty minutes. Witness knew nothing about the trunk episode, and this is quite likely, because it was coming on the boat, for which he was waiting. Mr. Shepard was not at all under the influence of liquor, and there was no odor of liquor upon his breath, although witness was standing part of the time immediately in front of him in close conversation. His manner was not excited and he did not seem unusually nervous. He was now counsel for

Mr. Shepard and associated with Attorney Little (C., 2305-2307). He was retained about a year after the above meeting (C., 2311).

Dr. Roswell Park, of Buffalo, testified: That he had been practicing in that city sixteen years, and that Mr. Shepard had been a patient of his. That he met him about the latter part of August, 1898, in Hammondsport, at the station, and they went down to the dock together to wait for the steamer. He and Mr. Shepard had a chat for an hour or so, and Mr. Collins, his cousin, was also present. It was about 3 o'clock. Witness did not know of any altercation between Mr. Shepard and the station agent. He did not see the slightest evidence of Mr. Shepard being under the influence of liquor. He talked with him about an hour and a half, having met him on the train from Bath to Hammondsport. He did not see him drink anything. Witness understood Mr. Shepard was going to meet his wife, and he thought she came on the boat he went off on. Witness was asked if the Commandant gave evidence of being under the influence of liquor by his actions, his speech or the odor of his breath, and said, absolutely none (P., 3047-3049).

Trustee Shoemaker testified that he got on the train at Bath and saw Mr. Shepard. He invited him to go out on his naphtha launch, which was waiting at Hammondsport. Mr. Shepard explained that he was going to meet his wife, but would find out when she was expected. After the arrival at Hammondsport Mr. Shepard told witness he would be unable to accept the invitation, as his wife was on the boat due to arrive shortly. The Commandant was not in the least under the influence of liquor, and there was no odor of liquor upon his breath (S., 2961-2962). Witness Hoyt testified the altercation occurred just before the departure of the train for Bath (4.50 p.m.) and witness Holmes about twenty minutes after arrival of the boat, or 4 p. m. The other witnesses last saw Mr. Shepard at about the time the boat was due, 3.40 p. m.

Mr. Shepard testified that he was not intoxicated on that occasion, and that it occurred on a Saturday in the latter part of August, 1898. He corroborates witnesses Collin, Park and Shoemaker. Mr. Shepard saw the trunk taken off the boat, while he

and Mrs. Shepard were talking to their friends, and after the latter's departure he looked around for the trunk and was unable to find it. He went to the baggage-room and asked the baggage-master about it. The latter was very disagreeable, very indifferent; did not quite say he did not care, but said it was none of his business; that he had not received the trunk, and was not responsible for it. He impudently told Mrs. Shepard that if she wanted her trunk she had better have sat on it. The trunk was very valuable, as it contained Mrs. Shepard's jewelry, and it was worth $1,500, perhaps. The agent was very aggravating, and Mr. Shepard got very angry. He told Hoyt that it was a fool road, managed by a lot of infants; that he had no order and no system. That he had no business to put trunks on without giving checks. Mr. Shepard denied having accused Hoyt of having stolen the trunk or that Mrs. Shepard asked Mr. Hoyt not to strike him. She had since told witness that she told Mr. Hoyt that Mr. Shepard could not hear him—he was deaf. He also denied that the agent put him out of the baggage-room, but admitted he put his hands on him and he, Mr. Shepard, warned him not to assault him, telling him who he was. He did not use the profane language mentioned by the witness. He did not drink at Hammondsport, and had no recollection of having drank before leaving Bath, although he might have had a bottle of beer at lunch that day. Beer never affected him in the way of intoxication.

Mr. Shepard also denied that he had spoken to the station agent. He said there could have been no odor of liquor upon his breath caused by the beer, as he had been smoking in the meantime. Mrs. Shepard was with him until the train left for Bath. Mr. Shepard called attention to the contradictions in the testimony of Hoyt and Holmes. He referred to the statement that the trunk had been put off at Urbana, when the latter was only four miles from Hammondsport, and they had not telephoned for the trunk until nearly train time, or about an hour after the boat left, and the trunk was miles and miles away toward Penn Yan (S., 2288-2296).

"Q. Might it not have been dropped at Urbana without your

having inquired for it; might it not have been discovered? A. They said they telephoned and had it put off, which couldn't have been so. If they had telephoned they would have had to telephone within ten minutes, and this was an hour or more afterward.

"Q. Well, might they not have meant that they telephoned long before you had spoken to them about it? A. No; they hadn't, because they wouldn't know anything about the loss of the trunk. They couldn't know it. No, they wanted to make too good a story, in my opinion. My opinion is the story was good enough without being directed" (S., 2288-2296).

The testimony of Mr. Shepard on the general charge of using liquor to excess will now be reviewed. He said:

"I don't use liquor to excess and never have. I have been all my life a free liver. I should say that would about express it. I was living abroad for twenty years, and while abroad I was, as is the custom, accustomed to the drinking of wine. There was a time when I felt that I hadn't had my luncheon unless I had my glass of claret or my dinner unless I had some sort of wine, but that has dropped away since I have come back to the States although I do frequently take a glass of wine in the evening for dinner. When I first came to the Home I found a most, I think, unfortunate state of affairs—whiskey was kept in large quantities, in five gallons; and cigars, as many as were wanted; and it was taken very freely—very freely indeed, and a great many friends of the adjutant, of Mr. Campbell, or Mr. Smith came here, and they have always asked to take drinks—the other trustees to a certain extent. King drinks almost never, Mr. Finch and Mr. Sutherland never, but Mr. Cleary always patronized the closet when he came and so did Captain Palmer, and there was a very large use of whiskey. At that time I took drinks of whiskey—not to excess. I don't believe that in any afternoon, and that is the only time, and then only when people came—I don't believe I ever took in a whole afternoon, even if there were visitors here, more than three drinks of whiskey, and those might be very small—just enough to be an excuse, but

very seldom anything like that. I don't believe I have ever been under the influence of liquor upon these grounds to the extent of affecting me in the least in the discharge of my duties (S., 2221-2222).

"I have never been under the influence of liquor since I have been superintendent or Commandant of this Home as to affect me in the performance of my duties.

"Q. But you have been under the influence of liquor? A. Any man who takes one drink is under the influence—in that sense I have been. Any man who takes one drink must be under the influence, but not what is commonly accepted as under the influence of liquor. I don't believe that I have ever been."

In answer to another question he further said:

"As I say, a man who takes any is under the influence, as at a dinner party, when the wine has gone round people get jolly and much more talkative, and still not what would be called under the influence of liquor. I think that liquor or wine tends to loosen the tongue, make one talk more glibly and make the conversation livelier, but as to being addicted to liquor, or to take it to excess, or being intoxicated, I have not been since I have been Commandant of this Home—to the best of my knowledge and belief.

"Q. Well, you would know, wouldn't you? A. I should think so.

"Q. Then why do you say to the best of your knowledge and belief? A. Because I sometimes say to men down below, 'You are not the best judges; you are not the best judge; if you have been drunk naturally you are not the best judge.' But I think I know myself perfectly well and I think I know when I am under the influence, and I have not been" (S., 2226-2227).

Witness had never taken a cocktail or other liquor before breakfast since he had been in the Home, and had seldom taken one before lunch. When not fully well he would take a drink, and the adjutant would join him. He did not think he ever saw the adjutant under the influence of liquor. For "the last ten months" (March, 1899, to January, 1900) Mr. Shepard had not

taken a drink of spirits on the grounds, although he had done so at Buffalo, New York and Rochester—but very little. He had taken wine and beer, however, on the grounds. He had in the morning never felt "seedy" or ill effects from drinking liquor the night before (S., 2227-2231). The witness made the following statement as to the Dayton trip:

"Well, six weeks or so after I took command I began to feel very, very badly, and had malarial symptoms, and continued to feel worse and worse, until it was discovered that there was an open sewer underneath my office, and I was very ill indeed with malaria and with malaria only, so the surgeon assured me at the time. And Mr. Campbell, at that time, was exceedingly kind, as he has many, many times been, and always has been up to within a year; and he at once suggested that I go away until the whole cellar could be cemented, and he suggested that it would be a good thing for Dr. Burleson to see some of the Homes as well, and at his suggestion Dr. Burleson went with me, or at least joined me at Buffalo. I got away at once, it was so bad, and I stayed away until the cellar was cemented and the sewer closed—entirely closed" (S., 2251-2252).

Mr. Shepard did not think an interview between Mrs. Shepard, Mr. Campbell, Dr. Burleson and himself took place in relation to the proposed trip. He recalled having a conversation with the doctor about going, but could not remember what was said.

"Q. Dr. Burleson, as I remember his testimony, stated that your condition conveyed the idea to him that you were suffering from the effects of a prolonged debauch or excessive drinking. I, of course, you understand, do not attempt to quote him exactly, but that is my recollection of the testimony he gave. Assuming that that recollection is correct, was your condition due to such a cause? A. It was not. God, he and I know it; we are the only ones. I can't say what he swore to, but he never intimated such a thing. I never heard such a thing intimated until some so-called—some memorandum called at one time charges. I never heard of such a thing intimated, and I think it is an afterthought of Dr. Burleson's. So far as I know it is."

Mr. Shepard denied that he was under the influence of liquor when he found fault with the surgeon and others because the order placed in the Hospital had been torn down. He made the following statement as to the episode that occurred on the parade grounds on the 9th of July, 1899:

"General King and his wife, Colonel Shoemaker and his wife, were our guests, as was also Captain Little; and at 5 o'clock dress parade was held. We all came down from the house together; the gentlemen and the ladies went over into the band stand because I told them the weather was so very hot that I should put them (the men) into the shade under these trees, and if anyone was to stand in the sun that the staff and I should stand in the sun. It was the first time that the line had ever been formed under the trees, and in placing the guides there was a good deal of hesitation and a good deal of moving, and I, naturally, was annoyed at it, and I did what it wasn't best for me to have done. I went out myself and undertook to place the guides, and they kept moving, and I made another mistake. I tried to line from the center each way, which is absurd."

The witness further said he should have gone to the adjutant and given him instructions and not have attempted to straighten out the line himself (S., 2271-2273). Mr. Shepard did not have anything to drink that day except one or two glasses of wine at lunch (S., 2281). He thought that it was a Sunday when Catholic services were also held at the chapel and that he had pursuant to his custom attended the regular Sunday services given by Chaplain Arnaud at 8.30 in the morning, and the Catholic service at 10.30 (S., 2277-2278). Mr. Shepard's version of the interview with Trustee Smith one Sunday afternoon at which Trustee Shoemaker was present and when, according to Mr. Smith's testimony, the Commandant was "fuller than a goat" is as follows:

"Q. What was the altercation about? A. I can't remember exactly. I have been trying to remember. I think it was in regard to a horse that he sent up—I think it was. We wanted a horse, and the first I knew about it Trustee Smith had sent up a horse and put it in the stable and the driver of the team told me

that Mr. Smith had ordered him to put the horse to work, and I was very indignant about it, just as I was in regard to his sending men up. I think that was it, but I am not positive" (S., 2631-2632).

He told Mr. Smith that he was Commandant and proposed to be; that no single trustee was allowed to do such things and that he was the purchasing agent. He further told Mr. Smith that he had understood long before he came that it had been the custom to send up men and put them to work and send up all sorts of things of that sort, and he would not stand it. Their relations were friendly up to that time, as friendly with Mr. Smith as he ever could be. He had trouble with the trustee at the time of the change in the chaplain system and in relation to a reservoir contract, he refusing to certify for the payment of the reservoir. Witness here produced a letter from Mr. Smith to him as superintendent, in which the latter stated that he, with Messrs. Finch and Fogarty, had inspected the reservoir work and the latter had assured them it was done in accordance with the contract and specifications; that he was satisfied Mr. McMenamin had fully complied with his contract, and advised that he be paid. He further wrote that the contract provided either Mr. Fogarty or the engineer were to have charge, and the approval of the former was, therefore, all that was required (S., 2632-2634). The matter of the reservoir will be gone into later. The Commandant stated as follows with regard to the incident described by Witness Sage: "I remember what he undoubtedly refers to. It was my custom to go to the Hospital and look about, and I remember one particular time that I think he refers to; I went there, whether my trousers were turned up, I am sure I couldn't tell you; I don't remember whether it was raining in London or not, but if it was raining probably my trousers were turned up—why, at one time he said to my knees, wasn't that the testimony? I haven't had the pleasure of reading it."

Witness was informed that Mr. Sage did not so testify but said they were rolled up above the tops of the shoes. He continued:

"Why, I did as I have done before and have done since—pulled

out the bed from the corner to see if the dirt was there, as is my duty, as I suppose—my inspection. That I got on to my hands and knees—hand and knee, yes to look as I did always in the barracks weekly, look under the bed; you can quite see how one gets on one hand and knee, but hands and knees, no. Whether I was nervous that morning and if I walked fast—some one sees me walking fast—therefore I was intoxicated; if I walk slow, I am intoxicated; if I lie down, I am intoxicated; if I stand up, I am intoxicated." It was about 3 or 4 o'clock in the afternoon.

He further said it was his custom to go now and again—to catch people napping—all over the camp, morning, noon and midnight. That he got up at night to see that the watchmen were doing their duty; to see that the firemen were doing their duty, and to see that the barracks were in proper heat (S., 2681).

The next specification (XVII), although worded as follows, "His connection with the Posthumous Fund account, his relation to the newspaper articles concerning the same, and the proceedings to administer the same," relates solely to the charge that Mr. Shepard caused articles hostile to the Trustees to appear in the public press or furthered the circulation of the papers containing such articles. There was no testimony that he had any connection whatsoever with the fund. As the accusation, even if sustained, would not justify his removal the Committee does not feel called upon to give an abstract of the evidence offered and which caused it to conclude that the charge was not sustained in any respect.

The final specification (XVIII) may also be very briefly disposed of. It accuses the Commandant of being influenced by political considerations in making appointments, purchasing goods and making contracts. There was no attempt made to sustain this item, in fact the impression the Committee received from the testimony generally was that fault was found with him because he had failed to give political demands satisfactory consideration.

THE CIRCUMSTANCES UNDER WHICH THE CHARGES WERE MADE.

The causes for complaint against the Commandant and the testimony taken for and against the same have now all been set forth. The word "charges" has been used as the most convenient method of referring to the matters considered, and not with the intent of disregarding the statement of some of the signers of the paper that they were not such but simply requests to inquire. Messrs. Finch, Cleary, Sutherland and Palmer said they signed because requested to by the others, and that they had no knowledge as to the matters set forth. Mr. Sutherland said that Mr. Campbell first spoke to him about signing the charges, and that he asked Attorney Wheeler, who, he supposed, was familiar with the matter, as he had been with a committee some time before when charges were contemplated about them. Mr. Wheeler was not his counsel (S., 294-297). It will be seen by the testimony that Mr. Campbell knew very little about them and that Mr. Smith was able to testify as to almost every item.

Trustee Finch said "that he was of the opinion that the interest of the institution would be best subserved by Mr. Shepard's severing his relations with it. He said he had no reason for coming to that conclusion other than that there had been some statements made reflecting upon Mr. Shepard's conduct and they were not signed. He had no knowledge as to whether the charges were correct or not, but thought that Mr. Shepard ought not to remain Commandant in view of their having been made." He was asked if any one had told him the charges were correct and he said yes, that some parts were true and others said others were true; that Trustee Smith had told him that a great many were true and he had no reason to disbelieve the statement so made to him. He further said that part of the charges referring to the telephone and telegraph bills were matters of record, but when asked if he had consulted the records answered in the negative. He said he assumed they were true without making any inquiry. Mr. Finch subsequently said that he had made some inquiry as to the Chapel incident and the charge that Mr. Shepard had signed certain

checks for servants' wages, referring to one of the charges above mentioned. The checks were shown to him but he did not make any inquiry as to under what circumstances they were made. He did not think that it was necessary that Mr. Shepard should have a hearing upon the charges (F., 1543-1545). The testimony of the other trustees with the exception of Mr. Smith shows an equal lack of knowledge of the truth of the accusation made against Mr. Shepard. The paper was addressed to the State Board of Charities, the Attorney-General and the Comptroller, and the "request" portion read as follows:

"We, the undersigned, trustees of the New York State Soldiers and Sailors' Home, having pursuant to your request, attended at Headquarters, this fifth day of December, 1899, a meeting held by your committee, and the letters having been read from his Excellency, the Governor of the State of New York, requesting your committee to visit the said Home and examine into the charges which have been made in the public press in reference to the Posthumous Fund and the management of the said Home by its Commandant, Col. Charles O. Shepard, now we, the undersigned, wish to join with the Governor and request your committee to thoroughly examine into these matters, and to examine the witnesses whose names are hereto annexed, and such other witnesses whose names may be from time to time presented by us to the chairman of the committee, and report such examination to the Governor."

While it might very properly be said ordinarily that the motives that prompt the making of accusations can have little to do with their truth or falsity, yet as those made against Mr. Shepard really involve the welfare of the institution it becomes a material part of the case against him to inquire whether the persons opposed to him had only that object in view or sought to attain some end not at all connected therewith. The value of their testimony being affected by the circumstances under which it was given is also a reason for giving this phase of the subject careful consideration.

Monroe Wheeler whose name appears in the foregoing pages was an attorney having an office at Hammondsport, a short dis-

tance from Bath. Early in the summer of 1899 various persons connected with the Home were summoned to his office and subjected to an examination as to what they could say to Mr. Shepard's detriment. Trustee Smith seems to have employed Mr. Wheeler, he was at least usually present when such examinations were conducted. He said he thought he knew more about the matters set forth in the above paper than anybody else and that he had taken the most active part in preparing it (S., 1218). Dr. Burleson said he was examined by Mr. Wheeler in July or August, 1899, not as to the Commandant's management of the Home or his conduct generally but only in regard to his personal habits (B., 930). Dr. Pixley was examined by Mr. Wheeler about the same time. He was told the latter was acting as counsel for some of the trustees who were getting information to sustain charges against Mr. Shepard. There was no one present when the Doctor was examined except Mr. Wheeler's stenographer. He thought Trustees Campbell, Cleary, Finch, Sutherland and Smith were the trustees who were interested in the proceedings before Mr. Wheeler (P., 629-632). Mr. Finch said that at one time when he was with Mr. Sutherland he asked if there were any written charges and suggested that Mr. Wheeler be sent for to ascertain if he had anything in writing to present. Mr. Finch did not know whom Mr. Wheeler represented and he had never seen him before. This was prior to the preparation of the charges presented to this committee. The paper containing the latter was handed to Mr. Finch with the request that he sign and he did so. He had refused to sign another paper given to him for that purpose some months earlier because it was premature in his opinion (F., 1554-1555). Sergeant-Major McGuire said he was in Trustee Smith's office with Mr. Wheeler, Trustee Smith, Adjutant Brundage and a typewriter and that the Adjutant was examined (McG. 1622-1623). McGuire further said that he was not questioned and made no statement although he later admitted that he had said at the interview that Mr. Shepard had an ungovernable temper. He thought that was every word that he said except some casual conversation (McG., 1622-1623 and 1651).

It will thus be seen that the action against the Commandant

was not taken without careful preparation, and it may, therefore, be fairly assumed that every ground upon which he could be criticised had been presented for inquiry in these proceedings. The relations with Mr. Shepard of the principal persons opposed to him will now be considered.

The fact that the charges were instigated by the local trustees, Messrs. Campbell and Smith, who procured the signatures of the other signers, causes them to be the first discussed.

Mr. Shepard testified that when the change in the chaplain system occurred through his instrumentality, he got a warning from Messrs. Campbell and Parkhurst that it would "finish him" (S., 2675). It "was the rock upon which the Board and he practically split." Mr. Campbell upbraided him very strongly for it and said it would upset him, Mr. Shepard, and the Board, too (S., 2636). He gave him to understand that from that time forward he was not his friend, and Mr. Shepard told him he accepted the relation. Mr. Parkhurst who, as already stated, was not a member of the Board, said the same thing to the Commandant (S., 2776). This matter of the change of chaplain service was briefly as follows: For many years it had been the practice for the pastors of Episcopalian, Presbyterian, Baptist, Methodist and Roman Catholic churches in Bath to furnish their services to the Home. The four first mentioned alternated in attendance, service being held every Sunday and visits to the Home made two or three times a week. The Roman Catholic chaplain attended once a week and held services on one Sunday each month. Each pastor received $300 per year. When Mr. Shepard took charge he found fault with the system, because he believed that there should be a resident chaplain who would have no other duties than those connected with the Home and who would be in a position constantly to exercise a good influence over the men. The theory that by having different denominations represented in the service, the members would have the benefit of occasionally attending the religious exercises of their own church was not found to work out in practice, for although an agreement was made between the four pastors who alternated as to attendance, it was fre-

quently not kept, and it was never known positively who would officiate until the congregation assembled. The religious ceremonies at funerals were very often performed by a clergyman not of the denomination to which the deceased belonged. The only ground upon which it was claimed that the Home gained an advantage by the former service, was that of having different denominations represented as above stated. There was an increase in the expense involved in the change, but no one suggested that as an objection, except Trustee Smith. Mr. Shepard said that it was impossible for the visiting chaplains to gain any knowledge of the men or exercise a potent influence during the hour they weekly spent at the Home. The Roman Catholic chaplain was retained, because a very large percentage of the members belonged to that church and would not attend the service of any other denomination.

The idea of making a change did not originate with Mr. Shepard, but had been considered a year before he came to the Home. No attempt had apparently ever been made, however, to obtain a resident chaplain, and the trustees seemed to have abandoned the plan until Mr. Shepard brought it to their immediate attention by one of his quarterly reports and pointed out his reasons for it. A very strong feeling against him was created by his action (S., 3040-3042).

The Rev. Mr. Frost testified as to this matter, also. He said he originally received instructions from Mr. Campbell, who was a member of his congregation, as to his duties. He was told that he should go to the hospital occasionally, as he might have time, and would be expected to attend funerals and preach. When Mr. Shepard assumed charge the four Protestant clergymen called to get instructions as to what was desired in the way of attendance, and were frankly told by Mr. Shepard that he did not believe in the existing arrangement, but wanted a resident chaplain.

An understanding was reached as to the duties to be performed, but it was not carried out by the Commandant (F., 1972). Mr. Frost told of one instance where he had taken a personal interest in a member and endeavored to influence him for good

(F., 1992). He thought Mr. Shepard was influenced by the desire to obtain the position of chaplain for his "personal friend," Mr. Arnaud (F., 1992). There was no testimony showing that Mr. Shepard had acquaintance with the latter before he became connected with the Home. Mr. Shepard said he wanted the chaplains to be where the men could consult them, but when they asked him to arrange it so that could be done, he refused. They never had any difficulty in gaining access to the men. The Commandant wanted the chaplains to visit the hospital every day, but the surgeon thought it was too often (F., 1994-1995). Mr. Frost also said that Mr. Shepard on one occasion came to him while he was in the pulpit and asked if he could not preach on keeping clean "and so on." He had very little interest in theological questions, and preferred to have Mr. Frost deal with questions of ethics and not doctrine. A great many of the clergyman's hearers were not members of his faith (F., 1968-1969). The reverend gentleman also stated that he did not think there had been any great degree of popularity connected with Mr. Shepard's incumbency, and he did not know that this particular added, except in a general way, to the bad feeling (F., 2013). Trustee Smith, in this connection, said, when asked if the residents of Bath approved of the change, that they were like other people, and had their prejudices and sympathies. That mankind was a little sordid always. He later said he did not mean to say the Bath citizens were sordid, but were looking out for their own interests. He did not think the loss of $300 was a pecuniary interest to the people of Bath, but it was to their pastors, and parishioners liked to see the pastors prosper (S., 1246). He was asked what his relations with Mr. Shepard had been up to the time this matter of the chaplaincy had been discussed. He answered: "Oh, just the same as they have been since; never affected me in any way, shape or manner, sir; not in the least." When further asked if his relations had been friendly up to that time, he said there was sort of "an armed neutrality." He also stated that the estrangement had its beginning when the Sunday afternoon incident mentioned in his testimony occurred, and that there could never be

any friendship between him and any man after that (S., 1249-1250). (The interview occurred in the summer of 1897, and the chaplain was appointed in November, 1898.) Mr. Smith was opposed to a change, because the former system provided service for several denominations, and he could see no real improvement in the innovation; the latter also involved greater expense (S., 1242-1244).

Trustee Shoemaker testified that there was a spirit of hatred and animosity beyond conception. That Trustees Sickles, King and himself formed one faction of the Board, and the balance of the trustees the other, and the latter were bitterly opposed to Mr. Shepard's administration. That there had been a bitter feeling for a year and a half, beginning at the time the chaplain was appointed. The residents of Bath did not want a chaplain appointed, but wished the money to go into their churches (S., 163 and 167-170). The animosity he referred to existed between Mr. Shepard and some members of the Board. He said there had been a bitter fight between Trustee Smith and the Commandant (S., 172-173). Trustee King testified that up to the time of the appointment of the chaplain the relations of Messrs. Campbell and Shepard were very friendly, but there was since a terrible feeling of animosity between them (K., 241). He further said that such a feeling by Trustees Campbell and Smith toward Mr. Shepard was due to the change in chaplain service and other causes, and stated also: "I believe it is solely and exclusively for the reason that Colonel Shepard is not pliable and truculent to their wishes, and that they are persecuting him as they did every other person in this institution and finally succeeded in driving them out—General Rodgers, who was superannuated—he told me again and again he did not dare to tell me his soul was his own" (K., 249).

Trustee Palmer said the appointment of a resident chaplain was opposed by Trustees Campbell and Smith; that they tried to undo the action of the Board in making the appointment (P., 759–761).

Trustee Cleary also said Messrs. Campbell and Smith were opposed to the change (C., 836).

Trustee Sickles said he took up the question of the change in

chaplain service and thought he was partly responsible for the new plan. He felt a resident chaplain would be an auxiliary to discipline, having found it so in his army experience (S., 342).

Trustee Finch also believed in a change because of the defects in the existing system above mentioned (F., 1533).

Trustee Palmer always favored having a resident chaplain (P., 758).

Speaking of his relations with Trustee Smith, Mr. Shepard told of another altercation he had with him. Mr. Smith asked him not to employ a certain man as engineer, calling the latter very hard names and saying that in the first place he was a Democrat and in the next place a Catholic. Mr. Shepard told him it did not make any difference what the candidate's politics or religion were and as he was an excellent man he would certainly employ him. They had pretty hard words over the matter (S., 2676). Mr. Smith, when again a witness, denied emphatically that he had ever objected to any man because of politics or religion. Mr. Shepard stated that while the other trustees had at times commended him he had never received an encouraging word from Mr. Smith, who, on the contrary, found a great deal of fault. He had objected, for instance, to allowing five certain members to occupy desirable quarters over the canteen, called "the Waldorf-Astoria," although Mr. Shepard explained that it was necessary because of lack of room in the barracks. He selected five members who had been officers and were congenial. Mr. Smith characterized the matter as "a damned outrage," saying all were equal and no preference should be shown. He also used a similar term as to the pass-system devised by the Commandant. When the new barracks were finished the use of the rooms over the canteen was abandoned (S., 2685–2687).

Another disagreement between Messrs. Smith and Shepard arose in relation to the new reservoir. The latter refused to certify for its payment when requested by Mr. Smith and they had "a considerable dispute over it, but nothing unpleasant particularly" (S., 2633–2635).

As a sufficient opinion as to the other witnesses can be formed

from the rather full abstract of their testimony, the committee will not attempt to make any suggestions as to the motives that possibly influenced their testimony either against or for Mr. Shepard. Mr. Shepard's statement, however, as to Dr. Burleson's feeling against him should be set forth. He said he had never been on friendly terms with him, having to commence his trouble with him the moment he entered the Home. When he entered the Home he found that owing to the fact that General Rodgers, who was practically his immediate predecessor (for Captain Blackman only held office for a few months), owing to his advanced age, no doubt, did not want to be troubled with things and every department managed itself. When, therefore, Mr. Shepard began to assert his authority he commenced to have trouble at once, particularly with the Doctor, who resented interference. Mr. Shepard found there was cause for great scandal in the disappearance of property, money and anything valuable after the death of the people in the hospital. He was satisfied that the Sergeant who took such effects was a very dishonest man, but the Doctor claimed that he was honest and they had many strong words on the subject. Mr. Shepard made a rule that the assistant surgeon and nurse should receive the effects and take an inventory. Since then more money, watches and other property were received than had ever been received before. Mr. Shepard also had friction with the Doctor because of the latter's retaining a bedroom in the hospital for his personal use when he had a residence in Bath, and which he said he wanted to rest and study in. Mr. Shepard could not find that he did so, but knew he was receiving private patients, which he protested against as being contrary to the rules of the Home and they had many bitter words about it. The Commandant also opposed the carrying on of a private pension business by the Doctor and his finally going before the Board resulted in that being stopped. Permission had since been given the Doctor, however, to resume the business (S., 2756–2760). Mr. Shepard charged the Doctor with habitually attending to matters not connected with the Home and said in conclusion: "I think that his heart

and thoughts are in some other place. I feel very strongly upon that subject; so that has been the cause of very much altercation and has caused in his mind a bitterness, which to my mind amounts to frenzy. That is my feeling" (S., 2763).

John F. Parkhurst has been referred to so frequently throughout the testimony that it would seem proper to say a few words about him and his relations with the Home. Mr. Parkhurst is regarded as the leader of the Republican party in Steuben county (F., 1572), and as standing very high in the estimation of the Republicans in the adjoining counties. He has been and is a partner in business with Trustee Campbell under the name of "Mechanics' and Farmers' Bank." Although Mr. Campbell is a prominent Democrat, having filled the office of State Comptroller and now being chairman of the Democratic State Committee, so far as the Home was concerned, perfect harmony seems to have existed between these gentlemen, and Mr. Parkhurst appears to have enjoyed the confidence and regard of all the trustees to a high degree. Mr. Shepard until recently was also on good terms with him, to such an extent that Mr. Parkhurst wrote him during the years 1897 and 1898 twenty-three letters requesting the employment of many persons. In most of the cases the candidate was recommended as being a good Republican and in one as "one of our best Republican workers." Mr. Shepard had other applications from Mr. Parkhurst over the telephone. Mr. Campbell always urged him to do what Mr. Parkhurst wanted, saying: "Do what Parkhurst wants you to." Mr. Shepard said there had been no letters written since 1898, because of the breach caused by the appointment of a resident chaplain in November, 1898, as above described (S., 2662-2675).

Mr. Shepard's record should be considered in passing upon the case presented against him and will now be set forth from the evidence.

MR. SHEPARD'S RECORD.

Mr. Shepard is 59 years of age. He entered the army of the United States the 28th of April, 1861, and was for two years in active service. He was in the battles of Yorktown, Williams-

bridge, second battle of Bull Run, Chentilla and Antietam. He enlisted as a private in the Twenty-first Regiment of New York and served in that capacity for a year, when he was promoted to second lieutenant in the Eighty-second New York and was later appointed to the staff of Gen. Alfred Sully, receiving at that time the rank of first lieutenancy. He was honorably discharged on November 26, 1862, on a tender of his resignation because of disability. He produced a statement of his military services signed by F. C. Ainsworth, Chief, Recording and Pension office, by which it appeared that the records indicated that during the entire period of his service he was present with his company, except that on June 30, 1862, he was reported absent, wounded, June 8, 1862; gunshot wound through left forearm, and that on October 31, 1862, he was reported as Aide-de-Camp to General Sully.

On 9th of May, 1867, he was appointed ordnance officer of the Eighth Division, with the rank of lieutenant-colonel, by Governor Fenton of the State of New York. Subsequently he became a clerk in the War Department, and held clerkships in the Excise and Police Boards in the city of Buffalo. He was also employed in the diplomatic service of this country, having held the following positions: Consul to Yeddo, 16th April, 1869; Consul-General of Japan, February 20, 1871, taking charge of the office April 13, 1871, resigning October 22, 1873; Charge d'Affairs of the United States at Tokio, Japan, September 6 to November 8, 1871; Consul at Kawagawa, December 23, 1871, to August 10, 1872; Consul to Leeds, including York, England, March 22, 1875, and Consul at Bradford, England, June 6, 1877, until 1882 (page 2248).

He was also appointed chevalier in one of the orders of the Conception in Portugal by the King of that country for services in Japan to the Portuguese government. Mr. Shepard, in addition to the commissions showing the above appointments, also produced a letter signed by Hon. James A. Roberts, formerly Comptroller of the State of New York, and several other officers of that department, speaking in very complimentary terms and regretting his departure from the office.

CONDITIONS AT THE HOME.

His record while in charge of the Home will now be reviewed.

The testimony of the various witnesses has almost without exception stated that the Home has been greatly improved since he took charge. The Rev. Mr. Frost, whose testimony on other points has already been referred to, stated "that he thought that the outward appearance of the Home had been greatly improved since his incumbency, and that certain reforms had been instituted which he thought were wise. He thought the discipline of the Home was better in many respects than it used to be and the appearance of the men also improved" (F., 2015).

George C. Densmore, who had been, as has already been stated, an engineer for a number of years, until his resignation a few months ago, stated "that there had been a decided improvement in the Home under Mr. Shepard's administration; that the food was better cooked and there was more variety and the men were better clothed and the beds in better shape" (D., 2591).

He also stated that the hospital was conducted in a better manner (D., 2616).

Rev. James Griffin, who had also been connected with the institution for some time before Mr. Shepard took charge, testified "that there was an improvement in the discipline and that the general spirit of regularity was better; the members seemed to be impressed with the necessity of complying with the laws or the regulations of the institution, being anxious to get into the Home on time and other matters like that" (G., 2843).

Trustee King said "there had been a wonderful improvement in the management of the institution and that it was noted by every one that visited it; that the discipline of the Home was never so high as it was under Mr. Shepard's management. The men were contented; no complaints of the rations or conditions in the barracks or upon any serious matter were received." He further stated "that he never failed to ask the men as to how things were being managed and there was but one uniform testimony, that everything was in splendid condition." Mr. King further said "that he had had occasion to write to the National

homes, and particularly the one at Dayton, Ohio, where there were fifty or sixty men waiting for discharge to come to this Home because of the reputation it had acquired for its excellent condition" (K., 192-3).

Trustee Shoemaker said "that Mr. Shepard had brought about a remarkable change in the Home, and in the three years he had been in charge the improvements were as marked as in any institution in the State; that all this was due to him and due to the Board, but nevertheless, all the improvements were largely due to the energy and efforts of Mr. Shepard" (S., 140).

Thomas Fogarty, who had been employed in the Home during the last three years of the administration of Mr. Shepard's predecessor, said that the discipline was better under Mr. Shepard, and that the men got more to eat and had more clothes; that the rules and regulations were very rigid, but he did not think they were too strict. He admitted that he might not be able to say whether Mr. Shepard was a competent Superintendent or not. He further stated the buildings and grounds were kept in better shape and the sanitary arrangements kept neat and clean. Mr. Shepard was in the habit of inspecting these various places and for that reason they were kept in better condition than when under the charge of his predecessor, who was somewhat advanced in years and not able to devote the same energy to inspection (F., 1473, 1474).

Chauncey Brown gave similar testimony as to the improvement over the other administration (B., 2906).

The committee will not attempt to give the testimony of the many witnesses who spoke in like terms of the benefit derived by the institution under Mr. Shepard's administration, but as before stated, there were very few of the many persons examined who did not make similar statements. Mr. Shepard claimed credit for having introduced what was known as the "Pass System" and it seemed to be an excellent means of discipline. If a man came to the Home in good condition it was presumed that he was of satisfactory character and he was at once given a white card or pass. It allowed him to go out at eight o'clock in the morning and stay out, if he desired, until nine in the evening, unless he

was on some detail. If he desired to stay out later than nine o'clock, he could do so by showing the pass to the adjutant and asking for leave to stay later. The next pass was a green card. This required the holder to be in at five o'clock and he was not allowed to go out again on the same day. It indicated that he had misbehaved in some way and was not, therefore, entitled to a white pass. If a holder of either of these passes were guilty of any misconduct, his card was taken from him for a certain length of time, depending upon the gravity of the offence. If a member were deprived of a white pass, he could not regain it until he had been on probation for six months. With the green pass there was no special time of probation, the deprivation of it resting entirely within the discretion of the Commandant (S., 21, 27 and 28). The passes were usually only taken away after a trial at court-martial and the adjutant also passed upon the applications for the cards and their deprivation (B., 484, 485).

Adjutant Brundage thought that the use of the pass system reduced the cases of intoxication, and the testimony showed conclusively that that innovation by Mr. Shepard was of great advantage to the Home. In view of the fact that the testimony clearly establishes that improvement resulted from Mr. Shepard's administration it is not deemed necessary to give other instances of beneficial changes introduced by him.

Notwithstanding the submission of Mr. Shepard's case to this committee, the said complaining trustees, at the February meeting of their Board, suspended him from office and subsequently elected the present incumbent in his place. This action was not only inexcusable but also had the express disapproval of Governor Roosevelt as shown by his letters on the subject. On February 10, 1900, the chairman of this committee wrote a letter to the Governor in which the following appeared: "The action of the trustees at Bath was certainly very ill-advised, and places them in an unfortunate light, since it conveys the idea that they are not willing to rely upon the testimony given by their own witnesses, and upon the charges prepared by them, but fear that a sufficient case has not been made out, and therefore, resort to a summary

action to gratify a personal feeling, and not to advance the welfare of the Home." The Governor in an answering letter said: "I agree with everything you say about the trustees at Bath."

In an earlier letter to the chairman (February 3d) the Governor said Mr. Shepard's resignation should be accepted without any reflection upon him and on February 9th he again stated, in a letter written on that day, that he was very much displeased with what had been done at Bath.

CONCLUSIONS.

The committee has set forth with some degree of detail the testimony against and for Mr. Shepard and has tried to convey the circumstances under which the charges were made and the different conditions surrounding Mr. Shepard in order that they may all the more freely express their views with regard to the accusations made against him. For this purpose also, practically no comment has been made, so that the persons reading the evidence might be enabled to form their own opinion as to the case presented against him without any suggestions as to its merits.

The committee has felt that a great responsibility rested upon it in regard to this investigation, for while it was not within its power to inflict such punishment upon the persons who had been found guilty of wrong doing as an ordinary court of justice could, yet it was appreciated that an adverse report as to any of the various persons interested would be an injury to their reputation and that to a person in good standing is practically almost as serious a misfortune as imprisonment or the imposition of other penalty. For this reason it was felt to be clearly the duty of the committee to insist that all accusations should be proved beyond a reasonable doubt, and while, as was necessarily to be the case in investigations of this character, the strict rules of evidence were not enforced and hearsay testimony often allowed to be given, yet it was incumbent upon the persons conducting the examination that great pains should be taken to submit the witnesses to the closest cross-examination. For example, in the case of

Mr. Shepard the committee was bound to believe that he was entirely innocent of the charges that had been brought against him until they had been proved beyond a reasonable doubt to be true. The method of answering questions adopted by some of the witnesses threw a doubt upon their sincerity, and in many cases disclosed rather a feeling of prejudice than a disposition to tell the truth in a wholly unbiased manner. In order to permit the reader of the report to, as far as possible, have the same advantages with regard to the manner of the witness in giving his testimony, questions and answers have been frequently set forth. Of course, the manner of the witness, which is always held to be a very important element in passing upon testimony, cannot be wholly conveyed by a written statement of his testimony. In coming to its conclusions the members of the committee have endeavored, so far as possible, to eliminate from their minds the atmosphere that surrounded the investigation and to base their conclusions strictly upon the testimony as it appears in the stenographic minutes. The responsibility thus resting upon the committee was not lessened by Mr. Shepard's unaccountable neglect to have the testimony adverse to him examined by counsel, and evidence in specific rebuttal presented.

The following items of the charges have already been disposed of in this report, viz:

VII. The employment of the surgeon and the assistant surgeon by the Commandant for himself and his family.

X. Statements as to his religious belief and the public interview in the Steuben *Farmers' Advocate* on that subject.

XV. Use of the property of the State without accounting for the same.

XVII. Connection with posthumous fund account and his relations to certain newspaper articles concerning the same.

XVIII. Political influence controlling the performance of his duties.

The other items will now be considered in their order.

I. *Payment of State moneys during 1897, 1898 and 1899 for his personal bills and those of his family and friends, particularly freight, telegraph, telephone, express and transportation bills.*

The committee is satisfied as to this item that there was no intention on the part of Mr. Shepard to act dishonestly, but believes that his conduct in that regard, so far as he has shown to have had knowledge of such personal charges being paid by the State, was due to a misconception as to the custom in relation to those matters. His immediately taking steps to prevent a continuation of such items being charged to the State, upon his attention being called to the matter, tends, together with the testimony given, to support this opinion.

II. *Alteration of telephone bills.*

The committee is disposed to accept the explanation offered by Mr. Shepard in relation to this item, which was that while he did alter the bills, it was done to avoid their conveying a wrong impression, he having, as will be remembered, stated that in their original form they indicated that the charges were for his personal use, whereas, as a matter of fact, the service was for the benefit of the Home.

III. *The imposing of fines and disposition of the money.*

We do find that this charge has not been sustained, so far as it tends to show that he misappropriated any of the money received for fines.

IV. *Placing upon the pay-roll of the institution the names of Walter Stewart, Fanny Cohen, Mary Gleason and Della S. Spencer, servants, during certain months of 1898.*

The testimony, it will be remembered, tended to show that Mr. Shepard was guilty of an attempted fraud upon the institution, and also that he was guilty of forgery in relation to checks given for the wages. The fact is that when the checks for the payment of the wages were made out they were delivered to Mr. Shepard and endorsed by him for his own use. His statement that he had personally advanced the money to these persons, with the exception of Della Spencer, is not contradicted, and as to her the committee had only the testimony of Dr. Burleson, she being at the time of the investigation deceased. If Mr. Shepard's statement that he had advanced the money to these persons, and the keeping of the said wages was simply a matter of reim-

bursement to him is true, we cannot find that he has shown such an indication of dishonesty as to impair his usefulness or has been guilty of wrong. With regard to Della Spencer, however, it does not seem that she was employed as a household servant in the ordinary sense of the word, but as a maid to Mrs. Shepard, and the committee were unable to find any justification for the payment of her wages by the State, it being the rule that only household servants' wages should be paid.

V. *Misapplication of the monthly allowance made by the State for table supplies and groceries.*

The testimony did not prove this specification, although there was some indication that the purchases had not been strictly limited to articles mentioned.

VI. *Employment of the Home laundry for his personal use.*

It was established that Mr. Shepard used the hospital laundry for his household linen only, and not for anything in the nature of clothing. He claims that he understood that this was permissible, particularly in view of the fact that he entertained a great many persons who visited the Home on official business and that it was, therefore, necessary that he should keep a good supply of household linen for their entertainment. The committee does not think that even if this charge were sustained it would tend to establish such a lack of moral sense as would impair his usefulness as a Commandant to the institution. His disregard of the resolution of the Building and Grounds Committee (VIII) requiring him to discontinue the use of the laundry, seems to be justified on the ground that that committee had no authority to pass such a resolution, but that only the Board as a whole could do so. The further fact that the latter never did request him to discontinue such a practice is calculated to give the committee the impression that the Board felt that he was entitled to use the laundry.

IX. *The conduct of the Commandant at the chapel February, 1898, in entertaining visitors there.*

The gravamen of this charge is that Mr. Shepard wholly disregarded the sacred character of the place and permitted wine to

be drunk and a sort of wild orgie to take place in wanton desecration of the chapel. The principal witness was Dr. Burleson, and his testimony is not only substantially unsustained but contradicts in some respects other witnesses who testified upon the subject. The further fact that he did not seem to be unbiased, but on the contrary to have a personal feeling against the Commandant, causes the committee to accept Mr. Shepard's statement as to what occurred in preference to his. The doctor stated that Mr. Shepard gave him instructions to bring the wine into the chapel. This is denied by Mr. Shepard, who said that he told the doctor to bring the wine to headquarters where it was his intention to further entertain the visitors. From the testimony as set forth in this report the committee has come to the conclusion that the following is a correct statement as to what transpired. The party went from the hospital to the chapel accompanied by Mr. Shepard and the latter left the chapel shortly after their arrival. Before doing so he arranged for the operation of the graphophone in the chapel and told Dr. Burleson to bring some wine to headquarters, if there was any left. He arranged at headquarters for the coming of the wine and the entertainment of the guests by placing glasses out on the table and making other arrangements. After waiting about half an hour without the guests appearing he returned to the chapel to ascertain why they had not done so and remained there for quite a little while, during which time the visiting legislators and friends sung songs which were not of an obscene or vulgar character, but were of a kind that are not infrequently sung at church entertainments. Mr. Shepard, on his return to the chapel, was greatly surprised and displeased to find that the wine had been opened but found that it was too late to do anything to stop the drinking. The committee does not believe that the Commandant was under the influence of liquor or that any of the persons present were in that condition on that day. Not only because of the testimony given in relation to this particular incident, but also because of the character of the Commandant and the testimony given in relation

to his attendance at church and his regard for the religious services performed at the Home does the committee feel that there was the slightest intention on his part that the sanctity of the place should be in any way disregarded. Although he was a deist and, therefore, not a believer in any form of religion, he appreciated the desirability of those who were members of different denominations attending their church services and felt it incumbent upon him not only to encourage them to do so by his personal example, but also by the example of his staff, who were requested by him to attend church.

Adjutant Brundage testified that on one occasion the Commandant took him to task for not attending church, and that every officer for a long time was required to attend church, unless he was excused by Mr. Shepard. The Commandant felt it part of his duty to see that the officers were required to attend church. He further said that Mr. Shepard attended church himself and very seldom missed the services when he was at the Home, except on the ground of indisposition (B., 404, 405).

In this connection the testimony of the witness, Sage, in relation to the choir may be recalled. It will be remembered that not only did Mr. Shepard insist upon the nurses forming part of the choir, but also frequently attended the choir rehearsals (S., 802).

Mr. Shepard said that for more than two years he had been to every service, both the Catholic and the Protestant, except prayer meetings (S., 2214). He said he attended because he was Commandant and it was proper for him to show respect for the belief of others, and also because trustees Sickles and Finch said that it was his duty, no matter what he thought. He said at the Catholic service he followed the example of the rest of the congregation, and knelt and arose when they did (S., 2279-80).

Chaplain Arnaud said that the Commandant was at the chapel every Sunday when he was at home. He said he had never heard of Mr. Shepard's trying to persuade any member or officer of the Home to take the same views with regard to religion as those he held (A., 2420, 2422).

Chaplain Griffin gave similar testimony (G., 2839).

XI. *The personal habits of the Commandant upon the question of his fitness and competency for such position.*

The language of this item of the charge is not altogether clear, but in order to avoid any possible doubt, the committee assumed that it called for an inquiry as to Mr. Shepard's temperament, and was not restricted to the alleged habit of the excessive use of liquor, which is mentioned in the same sentence. The examination, therefore, as to this charge was conducted from that point of view. While there was some testimony given in support of the claim that Mr. Shepard was of a very high temper and irascible disposition, yet there was no evidence proving that his ability to perform his duties was seriously impaired by his being of such a temperament. The testimony of the adjutant shows that when Mr. Shepard found fault with him it was not without reason, and furthermore, that he did on occasions apologize for having offended the adjutant. His narration of the instance where the Commandant reversed a decision of dismissal because of the adjutant's protest gives sufficient evidence of the desire of Mr. Shepard to act impartially and not to be swayed by any personal feeling in the discharge of his duties. The statement of the surgeon as to the Commandant's displaying temper on the occasion of an order that he had placed in the hospital being torn down can hardly be considered sufficient evidence of an unreasonable display of temper. While it may be possible that there are men of such equable temperament, who, under similar circumstances, would feel no indignation, yet we think, viewed from the ordinary standard, it was not to be expected that the Commandant would regard such a deliberate disregard of his authority complacently. The testimony of the other witnesses on this item of the charges was manifestly in his favor, and if the committee follows the rule requiring the charges to be proved by a preponderance of evidence, it must find that this item has not been sustained and that the greater part of the testimony establishes that the Commandant was not unfit, as a matter of temperament, to hold the position. His treatment of Sergeant-Major McGuire, which attracted so much notoriety, does not tend to support a different conclusion.

From Mr. McGuire's own statement, it is clear that he was incapacitated for the performance of his duties at the time the Commandant sought to remove him, and the testimony of two other witnesses is to the effect that he was addicted to the use of drugs and had been for a period unable to perform his duties. The Commandant seems to have attempted to act in a thoroughly judicial manner and to have been free from any personal feeling against Mr. McGuire.

XII. *The Commandant's habits in the excessive use of liquor.*

XIIa. *His conduct on the parade grounds on or about the 9th day of July, 1899.*

These items are considered together, as they practically involve the same subject, in other words, the claim that the Commandant was under the influence of liquor. The preponderance of testimony as to the second of the above items, to wit, his conduct on the parade grounds on or about the 9th day of July, 1899, has satisfied the committee that he was not on that day under the influence of liquor. The general charge that he was in the habit of using liquor excessively is most serious, not only as affecting his competency as executive of the Home, but also as affecting his general character and reputation. As before pointed out, if it were only for this latter consideration, it is the strict duty of the committee to thoroughly consider this accusation, and to ascertain whether or not the burden cast upon the persons making the same to prove it has been sustained. Trustee Campbell, who had seen the Commandant frequently during the three years of his incumbency, was unable to say that he had ever seen him under the influence of liquor. He was asked what he could say about his habits as to the excessive use of liquor. He answered that shortly after the Commandant first came to the Home, he could not say whether it was months or weeks, he went out to Dayton and was in a very nervous state, feeling very badly and bordering upon nervous prostration. Mr. Campbell felt very sorry for him and advised that he should go away and visit some of the other institutions and gain some knowledge that would be beneficial in conducting the Home. He did not think that Mr. Shepard ought to have gone alone, and

because of his state of health suggested that the surgeon go with him. He was asked if that was all that he desired to say as to the charge of intoxication, and answered that he could not say personally, only from what he had heard. It is hardly credible that if Mr. Shepard had been addicted to the excessive use of liquor, as testified to by some of the witnesses, it would not have been perceived by one who came in frequent contact with him and who was not influenced by any friendship for the Commandant in stating the facts.

The testimony of Trustee Smith, because of the nature of it and the fact that he was not unbiased did not satisfy the committee that he had ever seen the Commandant under the influence of liquor. It will be recalled that in one instance he testified that Mr. Shepard was "as full as a goat," and yet the testimony of Mr. Shoemaker, who was present at the same interview, is that he never saw Mr. Shepard under the influence of liquor. The conduct of the Commandant on that occasion, as stated by Mr. Smith, does not support the claim that he was grossly intoxicated, as it appears that he was able to talk intelligently and that he exchanged the usual courtesies of the day when they first met. Trustee Sutherland testified that on possibly two occasions he saw the Commandant when he thought that if he had taken a little less it would have been better, but that he was not under the influence of liquor so as to disable him from business.

The adjutant's testimony that Mr. Shepard was on occasions strongly under the influence of liquor does not seem to have been consistent so far as he specified the occasions. For example, his tearing down of the order in the hospital, and the odor of liquor upon his breath at that time, furnished conclusive evidence, apparently, to the adjutant that Mr. Shepard was then intoxicated, notwithstanding the fact that he had conducted court-martial shortly before the incident occurred and given no evidence of anything unusual in his conduct, except more irritation in dealing with the offenders. He attended to the routine work of the Home after the incident. His testimony as to the Dayton trip is equally unconvincing. Probably one test of the accuracy

of the adjutant's judgment in relation to this charge may be found in his testimony as to Mr. Shepard's conduct on the parade grounds on the 9th of July, 1899. He on that occasion detected the odor of liquor on Mr. Shepard's breath and was satisfied from his conduct that he was intoxicated. The testimony of Trustees King and Shoemaker, Chaplain Arnaud and others is clearly to the effect that Mr. Shepard was not under the influence of liquor on that day. While Mr. Brundage admitted that the Commandant was frequently irritable and excited when not under the influence of liquor, yet his being in that mood, together with an odor of liquor on his breath, seems to have been convincing evidence that he was intoxicated. The surgeon testified that an ounce or two of whiskey would cause an odor to the breath (B., 1049).

Dr. Burleson's declaration that he had seen the Commandant several times decidedly under the influence of liquor is for the reasons already stated in relation to his testimony not accepted by the committee as conclusive, and would not be sufficient to justify the committee in finding that the Commandant had ever been under the influence of liquor.

The committee felt that the testimony of the Rev. Mr. Frost on this subject was entitled to the greatest weight because of his profession, and if it had received no other testimony entitled to equal consideration, it would feel justified in finding that Mr. Shepard had been under the influence of liquor on some occasions at least. The testimony, however, of the Rev. Messrs. Arnaud and Griffin, chaplains of the Home, besides that of the other witnesses, casts upon the committee the duty of complying with the rule of evidence as to the preponderance of testimony before referred to, and therefore it is the committee's judgment that the Rev. Mr. Frost was mistaken in believing that the Commandant was under the influence of liquor. This view is strengthened by the fact that Mr. Frost said that he had never seen Mr. Shepard drunk, although he said he was always more or less under the influence of liquor. The reading of Mr. Frost's testimony will, it is felt, create the impression that the peculiar conduct of Mr. Shepard on the occasions mentioned could not be safely ascribed

to his being under the influence of liquor. Mr. Frost's conclusion to the contrary, notwithstanding, no doubt, a charitable desire to think differently, was probably due to his natural lack of familiarity with the symptoms of intoxication.

The testimony of the other witnesses is inconsistent with the evidence given by persons who are entitled to the same degree of credence. It certainly failed to establish by a preponderance of evidence that the Commandant was guilty of the habit of using liquor to excess. The further fact that those witnesses whose testimony clearly indicated that they were not influenced by any regard for Mr. Shepard and in some instances opposed to him, failed to show that he had been addicted to such practices, influences the committee in arriving at a conclusion favorable to him in respect to the charge.

XIII. *His conduct toward his subordinates and abuse of inmates.*

XVI. *His conduct and treatment of the trustees of the Home and individual members thereof.*

These specifications of the charges have embraced practically the same subject-matter as item XI and have, therefore, already been disposed of in the discussion of the latter.

XIV. *Intoxication of Mr. Shepard while at the depot of the Bath and Hammondsport Railway Company in the fall of 1898.*

The committee does not find that the testimony on this charge is sufficient to justify them to conclude that it has been sustained.

"The final conclusion of the committee in the light of all the testimony that has been given, and the result of their observation while at the Home, is that the interests of the Home would have been promoted by the retention of Mr. Shepard in the office of Commandant. It is not the committee's judgment that Mr. Shepard made no mistakes during his administration or furnished no grounds for criticism as to matters of comparatively minor importance, but it is felt that he was sincere in his desire to promote the welfare of the Home and had an intelligent conception of what was necessary to attain that end. If he could perform his duties as well as he did, in such a hostile atmosphere as existed by reason of the unfriendly feeling toward him of his

immediate subordinates and of the two trustees who because of their residence in Bath were practically the managing trustees of the Home, it is the opinion of the committee that had he had the assistance of persons in sympathy with his administration and willing to co-operate with him there would have been little to be desired in his management of the institution."

That he apparently had the confidence of the veteran members of the Home has been shown by the vote taken by one of the trustees in the mess-hall and also by a similar vote taken in the spring of 1899, by Trustee Shoemaker. He stated Messrs. Campbell and Sutherland had been chaffing him about Mr. Shepard and they decided to test his popularity by taking a vote in the mess-hall. Mr. Sutherland got on a chair in the hall and asked for an expression of sentiment. It resulted in the members almost unanimously declaring in favor of Mr. Shepard very enthusiastically and with "a roar and a howl." Messrs. Campbell and Sutherland afterward acknowledged to Mr. Shoemaker that the men were decidedly in favor of Mr. Shepard (S., 3024–3025).

General Sickles, upon being asked if he desired to say anything further with regard to the Home, made remarks which may tend to throw some light upon the condition of the Home and the difficulties to be overcome in conducting its affairs. He said: "I want to say that I would like to see it taken out of politics and rescued from political intrigue and local greed. I think the Home has been too long a political football for politicians, and I think a great deal of the scandal which you are now investigating has grown out of that situation. I think Colonel Shepard has been attacked because he could not be used by those who wanted to use him, and I resigned as a trustee because I did not see any satisfactory guarantee for the future, as to the administration of the Home, and I was not willing to be connected with an institution any longer that was likely to remain a football for political intrigue; where the interests of veteran soldiers would be sacrificed to malign influence, as I think they have been there for years." General Sickles further stated that he resigned because

he had learned that there was a new Commandant to be appointed while this investigation was in progress. He went to Albany to protest against such a proceeding, but was unable to obtain assurances from the executive authorities that no such wrong would be permitted. His attention was called to Mr. Campbell's charge, that the committee was unfair and said: "Gentlemen, I am free to say I don't wish to offer you any adulation, but I have said to the Governor of the State, and I have said fifty times, that a careful observation of your methods impressed me with your fairness and impartiality and ability, and I have said, and I repeat it, that I am willing to abide by your judgment whatever it may be."

A careful consideration of the whole record of this investigation has satisfied the committee that had Mr. Shepard been more subservient to the demands of those who sought to use the Home to their own advantage no charges would have been presented against him. It is felt, therefore, that his courageous performance of the duty assigned to him cannot be too highly commended.

In expressing the opinion that Mr. Shepard was unjustly and unwisely removed from the office of Commandant, it is not intended to convey the idea that the present incumbent of that office is in any way less competent or that the interests of the Home have suffered by reason of his selection. On the contrary, from the information this committee has received from time to time since Mr. Davison's appointment, they have every reason to believe that the welfare of the Home will be ably and zealously guarded by him.

THE RELATIONS OF THE TRUSTEES TO THE MANAGEMENT OF THE HOME.

In a preliminary report heretofore made to the Governor in March last, at his request, so that he might be able to form an opinion as to the trustees whose terms were then about to expire, the general management of the Home was discussed, but the discussion was somewhat restricted because the committee for ob-

vious reasons felt bound to limit themselves practically to the testimony of the trustees. It is now intended to consider the same subjects with the additional testimony given by the various witnesses in relation thereto.

THE PENSION FUND AND THE MANAGEMENT THEREOF.

This fund consists, as the words indicate, of moneys received from the National Government by such members of the Home as are entitled to receive pensions under the law. The by-laws of the Home in this regard provide as follows:

"If the applicant is a United States pensioner, he must file with his application a consent or agreement to transfer to the Commandant, immediately after receiving his quarterly pension, the whole amount received by him as such pensioner. The money, so paid, shall be deposited with the treasurer of the Home, subject to the disposition of the Board of Trustees and that he will execute any necessary paper or voucher for receiving the same."

This by-law does not seem to have been strictly complied with, for, although the money has been deposited with the treasurer, yet it has been subject to checks signed only by the cashier of the Home, countersigned by the Commandant (S., 1299). These two employes have had the power to withdraw these moneys from the depository from time to time simply upon checks so signed, and without the co-operation or supervision of the Board of Trustees or any member thereof. The Board has exercised no supervision over the disposition of the fund, except in so far as an examination of the accounts by the finance committee at or about the time of the quarterly meetings would involve.

The amount paid to pensioners per year was $125,000 (K., 213). That amount is, of course, in addition to the sum of $100 yearly per capita allowed by the United States government as hereinbefore stated, and the latter allowance does not seem to have been taken into consideration by the State except in so far as the pensioner has been compelled to surrender to the Home all over and above the sum of twelve dollars per month received as a pension. The excess of pension money so obtained was used as a

relief fund for the benefit of non-pensioners, it being expended, for example, to pay the expenses of the latter when having to make visits away from the Home because of death of relatives or for other reasons. These pension funds were deposited in the "Farmers' and Mechanics' Bank," which allowed no interest, although the monthly balances averaged at least $30,000, according to the testimony of the cashier of the Home, William E. Howell. No bond was given by this depositary as to the fund; and if misfortune ever overtook the so-called bank, there would have been a great loss to the old soldiers.

It is proper to say that the committee found no evidence of the Commandant and the cashier ever having taken improper advantage of the great responsibility placed upon them in relation to the disposition of the pension moneys, but the committee is of the opinion that this in nowise excuses the trustees for permitting such large sums of money of this character to be disbursed without some personal supervision and to be wholly unsecured.

THE POST EXCHANGE FUND.

This fund is made up from the proceeds of sales at the post exchange or canteen. The establishment of the canteen was authorized by chapter 900 of the Laws of 1896, and section 2 of that act provides as follows:

"The said trustees shall expend the proceeds of such sale for the support of the library and reading room of said Home and for such other purposes as they shall deem best for the comfort and amusement of the members of said Home."

Notwithstanding the above explicit provision of the statute, it has been the custom to use such proceeds for other purposes that should in many instances have been paid for out of the maintenance account. This clearly appears by the testimony of the trustees themselves and also by the minutes of the meetings of the Board of Trustees (K., 210; P., 775; S., 1251-1254-1257; F., 1528; certified copy of minutes, 114). Such a custom in the year 1896 resulted in the fund being in debt $952.40. At that time Messrs. Palmer, Campbell, King and Smith only, of the above mentioned

trustees were members of the Board (certified copy of minutes). The proceeds have also been frequently used for the purchase of whiskey and cigars for the trustees' personal use and on one occasion for their meals when in attendance at a meeting (certified copy of minutes, 142; S., 2875). Mr. Shepard testified that at the quarterly meetings of the trustees champagne and extra food were bought and paid for out of the canteen fund. He further said that Mr. Finch was the only one of the trustees he had ever known to protest against such misuse of the fund (S., 2713). Mr. Shepard also testified that it was the custom of Messrs. Campbell and Smith to bring their friends from Bath to the Home on Sundays "in shoals" and the whiskey would be placed upon a table and anybody who wanted it helped themselves, and to the cigars also (S., 2710).

Trustee Smith said that he had taken whiskey at the Home, paid for in that manner, and if he happened to have a friend with him would invite him to drink also. He said that he might occasionally visit the Home on a Sunday afternoon with some friend and offer him a drink, but that it might so happen only once in three months.

Mr. Smith's attention was called to the provision of the statute as to the use to be made of the proceeds of the canteen and asked if, in view of the law, he considered it proper for the trustees to apply such proceeds to the purchase of the whiskey and cigars. He said it was a question of ethics and that he thought the statute was just and proper. He did not apparently regard the matter as at all serious, as is shown by his statement that the members might have derived amusement from that use of the proceeds if the trustees had taken too much whiskey. Trustee Smith also said that the trustees were in the habit of drinking the whiskey and smoking the cigars purchased out of the canteen proceeds when attending meetings (S., 2876-2877).

At a meeting of the Board held on the 25th of June, 1898, Trustee King offered a resolution that money be drawn from the fund and applied for the purchase of carriage horses. Later, at the same meeting, Trustee Palmer moved that such purchase be referred to Trustees Campbell and Shoemaker, with power (cer-

tified copy of minutes, 79-80). The horses were subsequently purchased and partly paid for out of the fund (P., 775; S., 1257).

In short, it was the practice thus to pay for items that it was believed would not be approved.

Trustee Campbell's attention was called to the statement of Mr. Shepard that he and his co-trustee, Mr. Smith, were in the habit of visiting the Home on Sunday afternoon and entertaining their friends with liquor purchased from the canteen fund, and asked what he desired to say in relation to the statement. He answered that he thought he had had some friends of his there and also some persons of prominence.

A number of vouchers were produced by the cashier of the Home, showing payments made from the fund. Some of them represented amounts allowed for expenses of soldiers or veterans who had visited the Home, and it is impossible for this committee to determine whether or not a strict construction of the statute would render such expenditures unlawful, as it might be urged that the visits of such parties might in some way provide entertainment or amusement for the members (2043). The same thing cannot be said, however, of the money paid a hotel in Bath for the entertainment of the legislative committee at the time of the visit referred to in relation to the chapel incident (2184).

The local civil service commissioners were paid out of these proceeds in violation of the law.

A stenographer, who had not passed the civil service examination, and whose compensation would therefore not be certified to by the Comptroller, was paid out of this fund (1450).

This fund, like the pension moneys, was paid out on checks signed by the Commandant and cashier only, and the latter testified that payments were made under a written authority by Trustee Palmer when he was President (1373-1374). He further stated that sixty-three dollars was a pretty good day's receipts for sales at the canteen and he thought the average would be about fifty dollars or fifteen hundred or sixteen hundred dollars a month (1355-1356).

The cashier also stated that, in his opinion, it was possible for the persons in charge of the canteen fund to act dishonestly in

rendering an account of the proceeds, but that he had no reason to believe they ever did so (1357).

It further appeared by the testimony that both the Commandant and Adjutant were in the habit of using the whiskey so provided.

The Committee does not feel that any words of theirs can add to the impression that must be received by anyone reading the above facts, showing such a deliberate and persistent disregard of the statute. That the law was well known to the trustees is sufficiently shown by the fact that it appears in full in the pamphlet containing the Board's by-laws and rules.

POSTHUMOUS FUND.

The fund so designated consisted of money left by members dying intestate, as to whose relatives there was no record in the Home, and it consisted very frequently of amounts found in the pockets or among the effects of the deceased or in the custody of an officer of the Home, ranging from a few cents up to many dollars.

In the fall of 1898 the fund amounted to upwards of ten thousand dollars, representing the accumulation of years. In that year, as hereinafter set forth, the moneys were transferred to the county treasurer as public administrator *ex officio*. The trustees not only took no part in the care of these moneys, but some of them actually had no knowledge that the fund existed. Trustee Shoemaker testified that he did not know there was such a fund until within a year and that no reports to the Board about it were made (S., 158). Trustee King stated that his attention was first called to the possession of the fund by Trustee Campbell about a year and a half ago (K., 199). Trustee Sutherland testified that he only knew there was such a fund and that it had been paid into the hands of the public administrator. Mr. Campbell had spoken to him about it (S., 279). Although it does not appear definitely that Trustee Sickles had knowledge of the existence of this fund, the inference from his testimony is that he did. He strongly disapproved of its transfer to the county treasurer (S., 375). Trustee Palmer, when asked as to what he knew about the

posthumous fund, said: "I never knew anything about it, except as it went into the Comptroller's office by law." He subsequently corrected himself by saying he meant the county treasurer's office and not the Comptroller's. Mr. Campbell first spoke to him about it (P., 746). Trustee Cleary first heard of the fund about a year ago when Mr. Campbell brought it to his attention. He said Mr. Campbell seemed to be anxious to have it put in the proper hands and the Board took some action on it (C., 850–851, 1710). Trustee Smith, when asked what he knew about the fund, said he knew just what all the other trustees knew, that that was all, "no more or no less." He also said he had been aware of its being in the possession of the trustees for a number of years (S., 1307). Trustee Finch first heard that there had been such a fund after it had been turned over to the county treasurer. Mr. Campbell had spoken to him about it (F., 1524–1526).

It thus appears that these trustees, for the most part, were not even aware that a fund amounting to $10,000 was in the Board's charge. This is some indication of the general appreciation of the responsibility that rested upon them.

This fund was, in the fall of 1898, transferred to the county treasurer as *ex officio* public administrator for the county of Steuben, which includes Bath. At that time it was composed of one hundred and seventy-one estates. Of these only thirty-seven amounted to over one hundred dollars each; one hundred and nine amounted to less than fifty dollars each; one of the estates amounted to as little as eight cents and quite a number amounted to less than a dollar.

The proceedings, which resulted in these moneys being transferred from the custody of the trustees to the public administrator, were first suggested by Trustee Campbell, who stated that it had occurred to him that the amounts that had so accumulated ought to be utilized in some way; he visited the surrogate's office and there ascertained that the county treasurer had the right to the custody of the fund. He further stated that the fund had not been in his custody as treasurer of the Home, but in charge of the cashier. Mr. Campbell also spoke to the county treasurer

and Commandant about the matter, and asked the former to instruct his attorney to notify the Attorney-General, whose approval of the transfer of the moneys, Mr. Campbell said, was procured (C., 45–46). The county treasurer was duly paid the $10,000 and more represented by these estates. The moneys at the time of payment were on deposit in the "Farmers and Mechanics' Bank," so called, hereinbefore referred to, and after the transfer a portion of them, Mr. Campbell said, remained in the "bank" credited to the account of the county treasurer (C., 47).

In answer to an inquiry subsequently made, the county treasurer stated that he had $8,949.59 of the fund in his hands and on deposit in said "bank." The payment of this large sum of money by the cashier of the Home was not made under any authorization by the Board of Trustees, and that such action was taken was, apparently, known to only one of them, Mr. Campbell. While it might be true that there was no alternative presented to the Home but to pay the money upon the filing with it of letters of administration or evidence thereof, yet it would seem that the principle that would allow an employe to pay out so large a sum of money without the approval of the responsible parties is wrong.

The committee also has doubt as to whether the payment to the county treasurer of the estates of less than $100 was authorized by law even though letters of administration had been issued to him. Section 2665 of the Code of Civil Procedure, which is entitled "When county treasurer to be *ex officio* public administrator," provides that the county treasurer of any county, except New York and Kings, by virtue of his office, has authority to collect and take charge of the assets of every person dying intestate *amounting to $100 or more*, on which letters of administration are not granted. This doubt was not removed by the statement of Hon. M. Rumsey Miller, surrogate of the county of Steuben, and for whom the committee has the highest respect, that, in his opinion, he had authority to grant letters of administration on estates of less than $100.

John F. Little, who had at one time held the office of surrogate,

said that it was doubtful whether the surrogate had power to grant the letters (L., 2373, 2355).

The committee received a certificate from the county treasurer stating that the whole amount received by him was $10,127.75; that he paid the appraiser's fees and for revenue stamps, $83, and that he paid his attorney, who was Mr. John F. Parkhurst, for services in relation to said estates, $941.16. The compensation to his attorney, he further stated, was arrived at by the latter making a charge of $20 each for all estates of $200 and over, and ten per centum each on the smaller estates. Mr. Parkhurst was a partner of Trustee Campbell in the "Farmers and Mechanics' Bank" firm.

Mr. Campbell testified that since the estates had passed into the hands of the county treasurer a substantial part of them had been transferred up to the 3d of March, 1900. It will thus be seen that within a short time after the estates had passed from the control of the trustees they had been depreciated by expenses to the extent of over $1,000, while but the one estate, amounting to $154, had been transferred.

The committee took pains to inquire from the different trustees as to whether the keeping of the fund involved any inconvenience and was invariably informed that it did not, with the possible exception of Trustee Palmer, who said there was continual trouble with the heirs. It is inconceivable that there should have been any such trouble, and Mr. Palmer's testimony did not serve to give any enlightenment.

Mr. Shepard testified that the fund was transferred before he knew it, and that Mr. Campbell was the only one who ever spoke to him about the moneys (S., 2691).

There had been no reason coming to the knowledge of this committee why the trustees should not have been willing to retain the trust so confided to them, and in fairness it must be said that there is no evidence that they were, except as to Trustee Campbell, who first conceived the idea, and possibly Trustee Palmer.

BELFAST STREET SALOONS.

Belfast street is the thoroughfare by which the Home is approached, and there are located on it, within a short distance of the gate, fourteen saloons ranged on each side of the street. (211). These places are very far from being of a high type and the trustees were of the opinion that they were a disadvantage to the institution. It was impossible to get from Trustee Campbell a definite statement as to his views. All that he would say, when asked as to what he thought of these saloons as affecting the interest of the Home, was that he was opposed to the Raines Law, and the impression that the committee received was, that if the Raines Law had not been in effect these saloons would not exist, and that, therefore, he was not in favor of their being continued (C., 61). Trustees King and Palmer said they were the curse of the institution (K., 211; P., 746). Trustee Sutherland said the places should be removed (S., 292). Trustee Sickles characterized them as a grave nuisance and a grave interference with the discipline of the Home (S., 368). Trustee Smith said that it was "a disgrace to have any such street anywhere." He further said that it was to the advantage of the citizens of Bath to have the members get whiskey in the suburbs and not in the town (S. 1304). He also remarked "that this arrangement was to his personal interest and comfort as a citizen of Bath and a taxpayer there," and further said, "It is a great saving to have the saloons here" (S., 1306). Trustee Finch said they were a terrible nuisance and he should judge that three-quarters of the intoxication came from them (F., 1540). Trustee Cleary said that they were a menace to the discipline of the Home (C., 841).

In view of the sentiments of the trustees with regard to the Belfast street saloons, it is interesting to ascertain what action has been taken by them toward removing such places. At a meeting held on the 10th of November, 1898, Trustee Shoemaker offered the following resolution:

"*Resolved*, That a bill in regard to the selling of intoxicating

liquors on Belfast street be prepared on the lines of the bill introduced in the Legislature by Senator Shepard last winter, and an effort be made by this Board to have the same become a law."

For the resolution the following trustees voted: King, Shoemaker and Sutherland; against, Campbell, Cleary and Smith. The motion was declared lost. Trustee Cleary, in his testimony, explained his vote by saying that he did not want to interfere with the personal rights of the citizens of Bath (C., 842). The vote of Trustee Smith as to the resolution would seem to be sufficiently explained by the statement above set forth, and that of Trustee Campbell can only be accounted for by the inference that he had the same views as Mr. Smith, because of his being a resident of Bath.

Although certified copies of the minutes of the meetings of the Board of Trustees from the period between 13th February, 1896, and 9th November, 1899, have been filed with this committee, there is no evidence of this matter of the Belfast street saloons having been considered by the Board, except as indicated by the above resolution.

It is proper to say, however, that Trustees Sickles, King and Shoemaker appeared before the excise committee of the Legislature on two occasions in the year 1897 in support of proposed legislation looking to the removal of the saloons.

One of the witnesses, who had resided in Bath all his life, testified that some of the citizens of Bath employed counsel to go to Albany to oppose the passage of the bill removing the saloons (L., 2375-2378).

Chaplain Arnaud testified that these saloons had a very demoralizing effect upon the men, and that he had seen men staggering out of them. It was suggested that the men so affected might have gotten the liquor in the Home Canteen, but he said that the kind of liquor most of them wanted could not be obtained there. Mr. Arnaud told of a case at court-martial recently where the man stated he had gone into one of the Belfast saloons and had one drink, and knew nothing for about thirty-six hours, when he regained consciousness, to find that $20 he had had were gone.

He had heard of another instance where a member was not only robbed in one of these saloons, but was thrown into the river, from which he was later rescued (A., 2413-2415).

Trustee King expressed the opinion that of the $125,000 paid annually in pensions to the members of the Home, almost all of it was expended in liquors in the saloons outside of the Home and in the canteen, but only a small portion was expended in the latter place (K., 213-214).

The foregoing facts in relation to the Belfast street saloons give a very fair indication of the difficulty the Home has had to contend with in endeavoring to manage its affairs to the best interests of the members. In other words, there has been an almost constant effort on the part of some of the residents of Bath to derive a benefit from the Home to its disadvantage. It must not be assumed, however, that this accusation is made against the citizens of Bath generally but, on the contrary, against only a comparatively small number who seemed to possess considerable political strength. The committee felt that no criticism of trustees who were so indifferent to the welfare of the Home could be too severe and that the above facts called for unqualified censure.

THE PURCHASE OF SUPPLIES.

The rules of the Home provide in this connection as follows: "The Commandant shall have charge of the accounts of the Home. He shall direct the purchase of all supplies needed for the use of the members, and the labor and material necessary for the proper and economical maintenance of the Home, and shall render to the trustees quarterly, or more frequently if required, a full and detailed account of its receipts and expenditures."

The purchase of supplies is, in State charitable institutions, under the immediate supervision of the State Comptroller. In the latter's office there is a bureau of charitable institutions and a record is kept of the quantities and qualities used and of the prices paid for the different articles used in the various institutions. This record enables the Comptroller to gain a very good

idea as to the current prices, and when, therefore, the estimates required by law are forwarded to his office by the institutions he can compare the quantities proposed to be used and the prices to be paid with those that his experience with other institutions has satisfied him were proper. The Comptroller of course has no opportunity of knowing whether or not it is possible for the institution submitting the estimate to purchase less goods and at a lower rate than the prices known to him, and to that extent he must rely upon the honesty and zeal of the purchasing agent of the institution.

Although it was provided with regard to the Soldiers and Sailors' Home that the Commandant should purchase supplies, yet, as a matter of practice, that duty was performed by the quartermaster, and Mr. Shepard does not seem to have taken an active part in that department. The fact that Mr. O'Connor, the quartermaster, discharged his duties with fidelity and ability did not justify Mr. Shepard, in the committee's opinion, in not exercising a personal supervision over the conduct of this very important department. He may urge in his defense, however, that the difficulty met with in conducting the other affairs of the Home was sufficient to deter him from entering into a contest with those who believed that the supplies should be obtained from the locality and not purchased in the open market and that therefore, feeling that that issue would be raised if he entered into the actual charge of the department, he refrained from doing so.

Trustee King condemned the method of confining the purchases to the locality and stated that he preferred the open market. He said that the Board was obliged to follow the former course in order to avoid dissension. Mr. King further stated that there was an obstacle to buying outside of the local market, as the trustees were only authorized to make purchases for one month (K., 217-219). There does not seem to be any grounds for stating that the trustees were so restricted as to the quantity purchased or that the Comptroller would have refused to consent to the purchasing for a longer period if it was shown that an advantage would be gained by so doing.

Trustee Shoemaker said that he had made an inquiry as to the purchase of beef, and concluded that the best results could be obtained by purchasing Western beef, and so reported to the Board (S., 145-148). The Board refused to make any change, however, and decided to continue the patronage of the local market, having no apparent reason except the disposition to patronize the local district (S., 147). Mr. Shoemaker further stated that the trustees relied upon the Comptroller as to the prices paid for supplies.

Trustee Sutherland was of the opinion that beef and flour ought to have been purchased in the open market, but he always felt very easy as to the system in use because of the Comptroller's supervision of the prices (S., 278).

Trustee Sickles said that the supplies ought to be purchased by contract, and that the vicinity or neighborhood should not be depended upon. He stated that, owing to the inability to get a cold storage plant, the Home was obliged to buy beef, old cows and old cattle of any kind around the neighborhood. He also stated that there was a desire to patronize the owners of these cows and buy what they had to sell in the neighborhood (S., 375-376).

Trustee Palmer said that he preferred the open market, and that the quartermaster informed him that he could buy cheaper there (P., 754). That the beef was bought on foot because there was no cold storage (P., 783).

Trustee Cleary at first had no opinion to express, but later said that he did not approve of the system of confining the purchases to the local market, but approved of a system of proposals and general lettings (C., 754-855).

Trustee Campbell said that he understood that Mr. Shepard had stated that he, Mr. Campbell, had insisted upon buying meat and other articles in the vicinity of the Home, and that he wanted to say that as the taxpayers of the State were taxed in part for the support of the institution, that they should be favored in the purchase of supplies if the same could be bought from them as economically as elsewhere (C., 2990).

Mr. Shepard said that about 20,000 pounds of meat were used per month, at the price of six cents per pound (S., 270).

Engineer Densmore said that when Mr. Shepard and Quartermaster O'Connor first came to the institution they thought they could get better meat by buying western beef, but that it was found to be inferior in quality to the local beef (D., 2620-2621).

George W. Wright, a member whose testimony has already been referred to in another connection, said that the beef was of a very inferior quality and lean; that he thought that the beef was obtained from cows that were old and dried up (W., 2444).

The purchase of coal has been made for years from the Delaware, Lackawanna and Western Railroad Company, and there is no evidence of an effort ever having been made by the trustees to ascertain whether or not better terms could not be made with other dealers. The only explanation given for this omission was a statement that the said railroad having a switch into the grounds of the Home, it was impracticable to deal with other persons, and that injury would be done to the roads of the Home by the heavy trucking necessary to transport coal from the Erie Railroad, which also has a station in Bath. Because, also, of the existence of the switch it is understood that a great part of the freight for the Home comes by way of the Delaware, Lackawanna and Western Railroad.

The purchase of drugs seems to have been made under practically the exclusive supervision of the surgeon of the Home, and there was evidence that pains were not taken to make diligent inquiry in the open market as to the best prices that could be obtained.

According to the report for the year 1899, over $57,000 was expended for provisions alone, and very nearly $100,000 additional was paid out for wages, labor and other items necessary to the management of the Home during that year.

There seems to be no reason why the trustees should not have performed the important duty of supervising the proper expenditure of these large sums of money. It is not to be expected that they should be familiar with all the details, as that would require

their constant attendance at the Home, which was never contemplated. It would be advisable, however, that a committee on supplies should be created, whose duty it would be to make a careful examination, at certain stated periods, of the methods followed in making purchases and in employing help. If such a supervision were not exercised there would seem to be hardly any reason for the existence of trustees in such an institution, for the duties of that character that have heretofore been performed in the Home by the salaried officers could just as well continue to be performed by the latter.

THE FINANCIAL MANAGEMENT.

The same lack of attention on the part of the trustees that has been shown as to the other important features of management existed as to the care of the finances.

The depository of the Home has for many years been the "Farmers' and Mechanics' Bank," so called. It is not an incorporated institution, but consists of a partnership composed of John F. Parkhurst, Abraham Beekman and Trustee Frank Campbell. Mr. Campbell said he owned the largest proportion of the assets of the firm and wished he owned more (C., 2976).

The "bank" in 1897 gave a bond to the State Comptroller for $20,000 as security for the State funds to be deposited with it from time to time on behalf of the Home. This bond was produced in evidence and purported to be an obligation executed on behalf of the "Farmers' and Mechanics' Bank" by Abraham Beekman, "President," and Frank Campbell, "Cashier." The sureties on the bond were Frank Campbell, Abraham Beekman, John F. Parkhurst, Otis H. Smith, Moses Davison and T. W. Gould, all residents of Bath. Mr. Smith said he had no recollection of having been a surety on the bond (S., 2864). For this bond the printed blank then customarily used by the Comptroller for corporations was employed. The usual phraseology in the blank as to the certificate of proof relating to the authorization by directors and as to the corporate seal is stricken out, leaving the certificate to conclude with the statement that Mr. Camp-

bell swears that he "as Cashier and A. Beekman as President duly signed the said instrument by like authority and direction," the words "by like authority and direction" thus having no meaning whatsoever.

The bond was apparently accepted by the Comptroller under the impression that the "Farmers and Mechanics' Bank" was a corporation.

It will be seen that since Messrs. Parkhurst, Beekman and Campbell were really the principals, there were therefore only three sureties to the obligation and they had jointly qualified in the sum of $12,000 on a bond for $20,000. It was suggested that there was really no need for a bond to secure the State, as the system under which moneys came into the hands of the depository was such that the funds were immediately paid out and that the latter merely acted as a sort of conduit. The fact is, however, that the State has been transmitting about $17,000 per month to the "bank" and although it was the intention—which was no doubt carried out as far as practicable—to pay out these moneys at once, yet in the nature of things the fund, or greater part of it, must have remained in the possession of the "bank" for, at the very least, some days.

It further appeared that special appropriations made by the Legislature came into the hands of the "bank" from time to time. For example, $29,000 was paid for new barracks. It is to be said, however, that such special appropriations were not frequently paid all at once but that payments were made by the State as the work progressed.

Mr. Campbell testified, when asked about the bond, that it was in the sum of $30,000, but that he could not remember the sureties (C., 64).

The Committee is forced to the conclusion that the presentation of a bond in such a form was a deliberate attempt to mislead the State Comptroller as to the true character of the depository and give him the impression that it was a banking corporation. They are led to this belief by a knowledge of the fact that Mr. Campbell had held the office of State Comptroller and may, therefore, be

assumed to have known just what the effect of such a bond would be.

Mr. Campbell claimed that, owing to the failure of the Comptroller to send him sufficient funds as treasurer, the "bank" had to advance money to pay bills. He said that this deficit amounted to the sum of about one thousand dollars. The committee was not wholly satisfied, however, that a further examination into the matter by Mr. Campbell would not have convinced him that he was mistaken, particularly in view of the fact that it was shown that moneys transmitted by the Comptroller frequently remained in the "bank's" hands for quite a period after its receipt because of unavoidable delay in making payments. He said he did not understand there was any obligation to disburse moneys before he received them from the State, but had done so in order to make his return. (C., 2973.)

A clerk from the Bureau of Charities in the Comptroller's office testified that during a period beginning October, 1897, and ending February 1, 1900, there were only seven occasions when there was an apparent deficit and that it amounted in all to about thirty-four thousand dollars. It was shown also that the treasurer frequently had a surplus at the end of the month after making all payments estimated for. In one instance this amounted to $10,472.43, and the total amount of such surplus sums for said period was a very large sum. It, therefore, appears that frequently the State had a large sum on deposit in the bank for some time after payments under the estimate had been made. (K., 3057.)

There was kept on deposit, besides the State moneys as above mentioned, the pension fund, which, as already stated, amounted to about $125,000 a year, and there was a monthly balance of about $30,000. The post exchange fund, averaging a monthly balance of about $1,800, and the posthumous fund, which, until its transfer to the county treasurer as above stated, amounted to $10,000, were also kept in Mr. Campbell's bank. The latter gave no bond for the security of any moneys other than those of the State.

No interest was ever paid by the "bank" on any of the moneys so deposited with it. (C., 48.) Cashier Howell testified that he was opposed to the allowing of interest on the pension moneys because each pensioner would be entitled to the amount so earned by his money, and it would result in endless work in keeping the accounts, but he agreed that it would be a desirable thing to have the interest money, under agreement with the pensioner, used to create a relief fund that would be available to their use as well as to the other members of the Home. (H., 1375 and 1382.) Mr. Howell explained that the "bank" furnished, without charge, drafts for pensioners desiring to send their money away and that therefore they did make some return to the institution for the use of the money. On further examination he said, however, that if the drafts had to be paid for they would cost about seventy or eighty dollars a year, and if the "bank" allowed interest at 3 per cent. on only $30,000, the Home would receive $900, and therefore be well able to pay for the expense of procuring the drafts. (H., 1381.)

With regard to the State deposits, however, there was an express agreement on the part of the so-called bank to allow interest, and it so appears in the bond above referred to which contains the following provision:

"Now, therefore, the said Farmers and Mechanics' Bank of Bath, Steuben county, N. Y., in consideration of such deposits to be made therein and for value received, does hereby undertake, covenant and agree to and with the people of the State of New York in the sum of twenty thousand dollars to safely keep all such moneys that may be deposited in and held by said bank on deposit as aforesaid, and to promptly pay the same at any and all times upon legal demand therefor with interest thereon upon daily balances at the rate of .... per cent. per annum."

The undertaking on behalf of the sureties reads as follows:

"This instrument and guarantee of indemnity made by the undersigned, Witnesseth: That in consideration of the making the deposits of moneys by and for the people of the State of New York from time to time in the Farmers and Mechanics' Bank of

Bath, Steuben county, N. Y., as mentioned in the annexed and foregoing undertaking and agreement, bearing even date herewith, and for value received, we, Frank Campbell, of Bath, N. Y.; Moses Davison, of Bath, N. Y.; J. F. Parkhurst, of Bath, N. Y.; A. Beekman, of Bath, N. Y.; T. W. Gould, of Bath, N. Y.; O. H. Smith, of Bath, N. Y., do hereby each one and severally become bounden for and guaranty the full and prompt performance of all the terms and conditions of the said undertaking and agreement on the part of the said bank; and undertake, covenant and agree that all of such deposits and interest thereon shall be fully and promptly paid on legal demand therefor." (Page 2510.)

It therefore seems that the State has a good cause of action against Messrs. Campbell, Parkhurst and Beekman and their sureties for the many thousands of dollars of interest on the said daily balances according to the above agreement and which Mr. Campbell stated had never been paid during the many years his firm had had the State funds on deposit.

The committee had no evidence as to the amount of interest that was customarily paid in the county of Steuben and so have no indication of the profit made by Mr. Campbell and his co-partners in having the custody of these funds for years, but ventures to express the opinion that at least 6 per cent. was obtained by them.

The certified copy of the minutes before referred to gives no indication of the trustees ever having taken any action with regard to designating the depositary or otherwise, and there was an apparent tacit agreement by which Mr. Campbell's firm was to enjoy this profitable relation. That his deriving such a personal benefit from his connection with the institution was clearly contrary to the statute creating the Home is evident from the provision hereinbefore referred to in the law of 1878, which made it a misdemeanor in the penalty of $500 or imprisonment in the county jail not exceeding three months, or both, in the discretion of the court, for any trustee to have an interest in the contracts with the institution, directly or indirectly, or a pecuniary interest therein. While, as before pointed out, this wise provision was

omitted in the new act, yet it is felt that not only does the ordinary rule of ethics prohibit such conduct but that it is likely a person so acting is amenable to the law. That Mr. Campbell felt that there was some occasion for not showing his exact relation to the depositary is evidenced by his testifying on two occasions in his examination on this investigation that he was a "director" in the bank. (C., 46 and 64.) Not only because of his official experience, but also because of that gained in business, he cannot be said to have been unaware of the practice of allowing interest on such deposits.

When Trustee Sickles' attention was called to these facts he frankly admitted that he had been negligent in not seeing that the pension funds were better protected. (S., 2996.) It would also seem that the same charge of negligence could be made against every one of the other trustees.

The pension fund and other moneys, except those coming from the State, were therefore unsecured so far as the depositary was concerned and apparently not fully secured by the bonds of the treasurer and cashier.

As to the treasurer's bond, Trustee Smith, who had been secretary for nearly five years consecutively, beginning in May, 1895, testified that he had never seen the treasurer's bond, but understood it was in the safe at the Home. (S., 2853.)

The by-laws as to the treasurer's bond provide as follows:

"He shall execute a bond, with at least two sureties, to be approved by the Board, for the faithful performance of his trust, in such sum as shall be fixed by the trustees, which shall be filed with the Secretary of the Board."

Mr. Smith further testified that he understood that the bond had been given by Mr. Campbell as treasurer before he became secretary but that he had never seen it. He had no recollection of the matter of the bond of the treasurer having been discussed at a meeting of the Board. He did not know what the amount of the bond was. (S., 2854.) Mr. Campbell said the bond had been given ten or eleven years ago, when he first became treasurer, and that Mr. Howell, the present cashier, but who was not then in

office, was a surety. That in the year following the giving of the bond, Captain Little, who was then on the Board, advised that a new bond was not necessary. He further said that in view of the scrutiny exercised by the Comptroller a bond was not necessary. He lost sight of the pension and other funds, however. (C., 2968-2971.)

Even assuming that a proper bond had originally been filed, yet, in view of the fact that the treasurer was elected annually, it is doubtful whether a bond prepared in the form usual in such cases would be sufficient to bind the sureties after such a lapse of time. There was no reason given for the omission of the secretary to have the bond in his custody as above provided, or for the failure of the Board to approve of it as also required.

Mr. Smith further testified that the cashier of the Home had given a bond but he had never seen it. He had been told that it was for $10,000 and that Gen. George McGee was the principal bondsman. It was given before Mr. Smith became a member of the Board. He said that General McGee had since died and he was unable to state whether or not there were any more sureties, as he had never seen the bond. (S., 2871-2872.) In or about the month of February, 1900, steps were taken by the trustees to transfer the pension moneys to the National Commercial Bank of Albany on Mr. Campbell's motion. He was asked the following question:

"Q. Will you kindly state to the commission why that was done? A. Why it was done? Because I thought that this commission was unfair, I believe that you go around with one idea. I know of no man on this commission who respects his good name; who has worked harder to get one, who is regarded, I hope, any more favorably than I am by the people of this State. 'And I did not wish to be bothered with it any longer.'" (C., 2977.)

It has already appeared in the testimony that the bills due from the institution were paid by the treasurer on the certificate of one trustee only, notwithstanding the provision that "he shall pay no voucher unless the same is certified and payment ordered by at least two members of the executive committee, or upon the

order of the Board, signed by the President, and countersigned by the Secretary."

It further appears that the requirement of the by-laws which provided that a report should be made by the treasurer at each meeting was not complied with. It reads as follows:

"He shall also deliver to the Board at each regular meeting, a statement in writing, showing the condition of each fund in his possession, and the balance on hand at the date of the said statement, and the same shall be filed and remain in the possession of the Secretary."

Secretary Smith testified that he had no recollection of such a report ever having been made except in so far as the production of the treasurer's books for inspection might be so considered. The section of the by-laws which provided that the finance committee should, on or before each regular meeting, examine the books of the treasurer and report the result of their examination to the Board, the report to be filed with the latter, seems to have been complied with, as the certified copy of the minutes contained references to the filing of such a report.

It need only be said as to the subject discussed under the above heading that it is not likely that the trustees would be willing to have their own finances conducted in the manner above described, and the elementary rule in regard to the duties of a fiduciary relation to the effect that the trustee shall guard the property confided to him with at least as much care as he would his own, seems to have been lost sight of almost entirely.

THE MAKING AND PERFORMANCE OF CONTRACTS.

The committee has found, in the course of the inquiry, little opportunity to investigate this important matter carefully, but two instances of apparent lack of business methods in making contracts and procuring work to be done thereunder has come to their notice.

THE CONTRACT FOR THE NEW RESERVOIR.

On or about the 21st of April, 1897, contract, bearing date that day, was made with one Barney McMenamin, to construct

a reservoir for the sum of $2,575. Vouchers were produced from the State Comptroller's office, showing that there had been a payment made of $3,500 for the reservoir. They were audited and allowed by O. H. Smith and J. M. Shoemaker. The financial statement made and verified by the treasurer and which contained this item of $3,500 was dated 29th day of September, 1897. The agreement provided for the construction and finishing in the most substantial and workmanlike manner and to the satisfaction and acceptance of the trustees of the New York State Soldiers and Sailors' Home, of a new reservoir and water supply for said Home. The said Barney McMenamin was to furnish all materials and the work was to be done in accordance with specifications stated to be annexed to the agreement, but which were not annexed to the contract produced from the files of the State Comptroller's office. The instrument was executed by the said McMenamin and by the Board of Trustees of New York State Soldiers and Sailors' Home, by O. H. Smith, secretary. (2815-17.)

Mr. McMenamin was examined as to this matter. He testified that the work was finished in July or August, 1897, and that he began in the April preceding. The work was accepted by the State Department engineer, Mr. Rafter, and the building committee, Mr. Smith, the secretary, so notified him. He received a check for the amount then due shortly after the notification. Payments were made in installments. The witness said that the contract price was over $2,500 and that there was about fifteen per cent. of the contract price withheld upon the completion, but that that was paid to him after the acceptance of the work. The witness stated that he knew the reservoir had never been used. He was told that testimony had been given that it was a failure and he answered that that was incorrect, as he had filled the reservoir after it was finished and left the water there for about forty-eight hours, and thus ascertained that it would hold water. (1954 and 1975.) The witness further said that if the reservoir was unable to hold water it was because it had not been kept in proper condition. (1958.) The fact that the sum of $3,500 had been paid was not known to the committee at the time Mr. McMenamin was on the stand, and it was therefore unable to ask him for an ex-

planation. The committee knows of no reason why the payment was not limited to the contract price.

Mr. Finch, who was one of the trustees who took an interest in building the new reservoir testified that when he came to the Home, the reservoir had just been started, and that he said that in his opinion it would be a failure; that the ground was not a proper kind upon which to build such a structure. He watched the work and later saw it slump in. Mr. Rafter, the engineer, was sent for and he directed the contractors what to do, and then the reservoir walls stayed for some time. The Board was then asked to accept the work, and Mr. Finch thought it was not his business and consented to the acceptance. There was a quicksand on the site. (F., 1517-1518.) Mr. Finch always had doubts as to whether it was a proper reservoir. He did not think that the contractor ought to have been made to put it in proper shape, because the Board had engineers who directed the work; that the contractor had done all he agreed to do under the contract, and that the matter of the ground being different from that necessary to make a good reservoir was not his fault. The engineer who had authorized the reservoir to be erected there was responsible. (F., 1520-1521.)

Trustee Smith testified that no test had been made of the reservoir, but it had been accepted on Engineer Rafter's certificate. (S., 1280.)

Mr. Shepard testified that the reservoir was the cause of one of the first serious differences he had with Mr. Smith. He stated that he wanted the reservoir tested before it was accepted, and that Mr. Smith thought it unnecessary. Mr. Shepard refused to certify to the payment for the reservoir for some time, and he and Mr. Smith had considerable dispute over it. On the 26th of April, 1897, Mr. Smith wrote him a letter, in which he stated that Mr. Finch and he, together with Mr. Fogarty, inspected the reservoir, and as Mr. Fogarty had assured them that the work had been completed in accordance with the contract and specifications, as far as he knew, and Mr. Finch had said that he could not find that anything was lacking, he, Mr. Smith, was satisfied that Mr.

McMenamin had fully complied with his contract. He advised that the work be paid for and called attention to the provision in the contract that either Mr. Fogarty or the engineer was to have charge of the work, and that therefore the former's approval was all it required. (2633-2634.)

George C. Densmore, who was the engineer of the Home at the time, testified that he had always been opposed to the new reservoir because he thought it was not needed and also because it was poorly built. (D., 2481.) He said that he expressed his willingness to look after the construction of the reservoir, and Mr. Rafter was willing he should do so, but Trustee Smith objected, preferring to put it in charge of the carpenter. Witness felt that Mr. Smith's action was caused by animosity toward him and was due to his refusal to discharge two competent men, without whom he could hardly run his department. Mr. Smith wanted these men discharged so that he could replace them with some friends. (D., 2585-2586.)

There are just two facts that call for comment in relation to this matter and they are, first, that the Home paid nearly $1,000 in excess of the contract price for the work, and, secondly, that the reservoir was accepted without subjecting the work to the tests that ordinary prudence would suggest.

CONTRACT FOR PIPE COVERING.

This was a contract to be made for the purpose of covering with asbestos certain steam pipes of the Home. The amount of the contract was about $642. It was charged by Mr. Shepard that Trustee Smith failed to prevent an undue advantage being taken by one of the bidders. The facts are set forth in a letter by Mr. Shepard to Mr. Smith, which reads as follows:

"General Sickles has forwarded the enclosed to me, and I respectfully forward the same to you for reply. By direction of the Comptroller's Department, Mr. Fogarty has communicated with different firms in Rochester, Corning and Elmira concerning the painting, he having told me that you did not deem it necessary to advertise. I requested that all bids be sent to you as I have no authority in matters of record. Mr. Cornwell also communicated

with different firms in regard to the covering of the pipes. He received one bid from Buffalo and one from Gould & Nowlen, and in a mistaken moment told a third party the amount of those bids. Two or three hours later I received a bid from that third party, Mr. Gilbert, below both the others. This was evidently unfair and I have advised Mr. Cornwell to make out his specifications and see you in regard to the matter. I at first thought I had authority, but upon further consideration I concluded I had not and this as well as the painting is referred to you." (S., 2725.)

Mr. Smith admitted having received this letter. He further said that he had not exercised any executive authority in the matter at all but merely enclosed the bids to the State Architect or to the Deputy Comptroller, who prepared the contracts and returned them to him. He gave no advice nor anything else. He did not forward Mr. Shepard's letter. He said that Mr. Gilbert was a representative of the H. W. Johns Manufacturing Company and that Gould & Nowlen, of Bath, although not the agents for that company, undoubtedly purchased its goods to a certain extent.

Mr. Smith also said that he understood that Gould & Nowlen applied the material, although the day he got the letter he went over and asked them what there was about it and Gould said that Gilbert asked them, after he had submitted the bid, if they would put the material on for them. Gould & Nowlen were originally the highest bidders, and Mr. Smith said that the fact that they procured the doing of the work through Gilbert, as above stated, did not create any suspicion in his mind that there was a combination between them and the H. W. Johns Company. (1285-87.)

Mr. Shepard said that Engineer Cornwell told him, before the bids had been opened, that Mr. Gilbert, in company with Mr. Gould, came over to him and in an unguarded moment got the amount of the lowest bid. Mr. Shepard further stated that he taxed Mr. Gilbert with having taken that advantage in putting in the new bid and was told by the latter that they had to do it to protect themselves in business. Mr. Shepard told him that he would have nothing further to do with the matter, upon which Mr. Gilbert asked him if he was not going to give the contract

to the lowest bidder. After so stating to Gilbert, however, he concluded that he had no authority to act and for that reason wrote the letter to Mr. Smith above referred to.

THE TRUSTEES.

Since the closing of testimony in this investigation, the Governor has appointed new trustees in place of those who were members of the Board at the time the inquiry was instituted, with the exception of Trustee Smith, whose period of service had not terminated. Three of the trustees resigned before their term of office expired, namely, Messrs. Sickles, King and Shoemaker. It would therefore seem unnecessary for the committee to make any special comment upon the relations of the former trustees to the Home and the performance of their duties, with the exception of Mr. Smith, who continues in office. It is the opinion of the committee that the facts appearing in this report irresistibly force the conviction that the welfare of the Home is not furthered by Mr. Smith's remaining a trustee. His frank statement as to the Belfast street saloons, which two of his former co-trustees have characterized as a curse to the institution, is of itself sufficient evidence of the fact that the interest of his friends in Bath is of an importance paramount to the welfare of the Home. His using the headquarters as a Sunday afternoon rendezvous for his friends and entertaining them with whiskey and cigars, purchased in deliberate contravention of the statute providing for the disposition of the proceeds of the Canteen, may be cited as one of the facts sustaining the committee's opinion as to his unfitness for the office of trustee.

From time to time during the proceedings the various acts of the trustees which were criticised were sought to be excused by the statement that they were giving their services without compensation, and that, therefore, were entitled to some indulgence or benefit from their connection with the Home. The committee can not assent to such a proposition, as it is invariably the theory upon which such offices are sought and bestowed that the services are rendered gratuitously and that the only reward to be

received is the satisfaction of performing a charitable work and the honor which is conferred by the appointment.

The committee, in accordance with the understanding had at the opening session, notified Messrs. Wheeler and Little, attorneys for the trustees, and Mr. Shepard respectively that it was about to prepare its report, and before doing so wished to know whether or not the trustees or Mr. Shepard desired to offer further testimony or to submit briefs. Communications were received from the attorneys to the effect that their clients would not take any further part in the proceedings. The letters are annexed hereto.

Before closing this report the committee would like to express their appreciation of the valuable aid rendered them by Hon. Theodore P. Gilman, the present State Comptroller, who attended the sessions of the committee and from time to time gave them valuable advice in relation to the matters appertaining to his department. The Secretary of this Board, Mr. Hebberd, also attended the hearings, and from time to time, by taking part in their deliberations, greatly facilitated the committee in conducting the proceedings. The rapid and accurate work of the stenographer was of material assistance in expediting the taking of the testimony and the preparation of the record.

In conclusion the committee begs to say that the making of this report has been delayed by the illness of some months' duration of the chairman.

Respectfully submitted,
EUGENE A. PHILBIN,
PETER WALRATH,
HARVEY W. PUTNAM,
Committee.

APPENDIX I.

STATE OF NEW YORK, EXECUTIVE CHAMBER, ALBANY,
AT OYSTER BAY, N. Y., *August* 19, 1899.

To the State Board of Charities, Albany, N. Y.:

Gentlemen: Various charges and counter-charges have been made to me concerning the affairs of the Bath Soldiers' Home.

It is evident that there must be an investigation into the management of the Home, and I desire you to appoint some thoroughly good man who, together with a representative of the State Comptroller, shall make a thorough investigation and report thereon.

As legal questions may come, I desire one of the Attorney-General's staff to be included. I wish the representatives of these three departments and also the stenographer to be disinterested and impartial men, and I should like to see the evidence with their report. Of course nothing will be made public until after the report and the testimony has been laid before me.

It is not necessary to say that my desire is to have the Bath Soldiers' Home administered in the interests of those veterans of the Civil war who are its inmates, (and of course with due regard to the interests of the State) and wholly without regard to questions of partisan politics. In other words, I wish to know if the management has been characterized in every branch by integrity, efficiency and an eye single to the public good, without regard to the private or factional interests of any individual or group of individuals or locality.

I desire to direct your particular attention to such matters as the charges against the superintendent, which I wish followed out to the bottom; to the matter of the so-called Posthumous Fund; to the beef contract; in short, to all matters concerning which any charge is made.

Yours truly,

THEODORE ROOSEVELT.

APPENDIX II.

STATE OF NEW YORK, EXECUTIVE CHAMBER,

ALBANY, *November* 9, 1899.

To the State Board of Charities, Albany, N. Y.:

Gentlemen.—In view of the misunderstanding which seems to have arisen with respect to my desire to have the charges and counter-charges which have been made and published with rela-

tion to the administration of the New York Soldiers and Sailors' Home at Bath thoroughly inquired into, will you please to direct the proper Committee of the State Board of Charities, acting in co-operation with the State Comptroller, to continue the investigation and report the result to me, with a copy of the testimony taken, as soon as possible?

Very truly yours,

THEODORE ROOSEVELT.

APPENDIX III.

LETTER SENT TO TRUSTEES.

STATE OF NEW YORK,

STATE BOARD OF CHARITIES,

OFFICE AT THE CAPITOL.

ALBANY, N. Y., *November* 27, 1899.

Dear Sir.—By request of the Governor and in co-operation with the State Comptroller and the Attorney-General, this Board's Committee on Soldiers and Sailors' Homes will commence an inquiry into the administration of the New York State Soldiers and Sailors' Home at Bath, beginning Tuesday, December 5th next, at 10 a. m., at the Home.

You are, therefore, requested to attend to give information touching the affairs of the Home, and to produce such books and papers in your possession as will serve to throw any light thereon.

The committee will also be glad to receive from you the names and addresses of any persons who should be called upon to give information in the matter.

Respectfully yours,

ROBERT W. HEBBERD,

Secretary.

APPENDIX IV.

To the Committee Composed of the State Board of Charities, the Attorney-General, and Comptroller:

We, the undersigned, Trustees of the New York State Soldiers and Sailors' Home, having, pursuant to your request, attended at headquarters this 5th day of December, 1899, a meeting held by your committee, and the letters having been read from his Excellency the Governor of the State of New York requesting your committee to visit the said Home and examine into the charges which have been made in the public press in reference to the Posthumous Fund and the management of the said Home by its Commandant Col. Charles O. Shepard, now we, the undersigned, wish to join with the Governor and request your committee to thoroughly examine into these matters, and to examine the witnesses whose names are hereto annexed, and such other witnesses whose names may be from time to time presented by us to the chairman of the committee, and report such examination to the Governor, and to examine among other things into the payment of State moneys during the years 1897, 1898 and 1899, for the personal bills of Commandant Shepard and of his family, and particularly concerning telegraph, telephone, express, freight and transportation charges of said Commandant and his family and his personal friends, and also into the expenditure of State moneys for personal and individual matters of the said Commandant, his family and friends, and to the alleged alteration by the said Commandant of telephone bills; and the conduct of the said Commandant in imposing fines upon the inmates of said Home, and his disposition of the moneys obtained by fines imposed upon the inmates; and into the alleged statement that he has placed upon the roll the names of Walter Stewart, Fannie Cohen, Mary Gleason and Della S. Spencer, servants, and drawn the amounts allowed for the pay of said servants during certain months of 1898; and investigate and examine into the monthly allowance made by the State to the Commandant for table supplies and groceries; and concerning his employment of the Home laundry for his personal use, and the employment of the surgeon and as-

sistant surgeon of the Home for himself and his family at the expense of the State; of his refusal to comply with the resolution of the committee on buildings and grounds that he cease having his laundry work done at the State hospital laundry; and the conduct of the Commandant at the chapel about February, 1898, in entertaining visitors there; and about his statements as to his religious belief, and his boast that he was a deist; and his public interview in the Steuben Farmer's Advocate upon that subject; and about the personal habits of the said Commandant upon the question of his fitness and competency for such position, and especially as to his habits in the excessive use of liquor, and his conduct upon the parade grounds on or about the 9th of July, 1899, and his conduct towards his subordinates and abuse of inmates, and his alleged intoxication at the depot of the Bath and Hammondsport Railway Company in Hammondsport, in the fall of 1898; his use of the property of the State without accounting for the same; his conduct and treatment of the trustees of the Home and individual members thereof; his connection with the Posthumous Fund account; his relation to the newspaper articles concerning the same, and the proceedings to administer the same; his conduct toward the different committees of the Board of Trustees, and whether any, and if so, what, political influence has been used with reference to appointments made, goods purchased, or contracts let and by whom so exercised.

The following is a list of the witnesses requested to be called and documents produced:

Charles O. Shepard, Major A. C. Brundage, Dr. E. C. Pixley, Dr. Shellman, Quartermaster O'Connor, J. F. Parkhurst, 2d, Thomas Fogarty, J. Monroe Shoemaker, Eva Aulls, Dr. Ten Eycke O. Burleson, Sergeant-Major John Maguire, Fred McConnell, Talcott W. Gould, James Faucett, George H. Parker, Miss Jennie Davison, Mr. Downing, second-hand clothing dealer; O. H. Smith, trustee; Edwin S. Underhill, Hon. Frank Campbell, William E. Howell, cashier; Clinton L. Holmes, Fannie Cohen, Della S. Spencer, A. T. Foster, Thomas Sage, Arthur L. Barnum, Captain James M. Decker, Colonel Anderson, Lafayette Small, Barney

McMenamin, Morris A. Hoyt, Walter Stewart, Mary Gleason, and such other witnesses as may hereafter be mentioned.

Also the freight, express, transportation, telephone and telegraph vouchers; the fine book kept by the Commandant; the time book; voucher 22; voucher 62; voucher 63; voucher 12; the vouchers for April, 1897, of the Lackawanna Railroad Company bills; all of these vouchers beginning with March 1, 1897, and ending with November, 1899; the letter-press copy book of Charles O. Shepard, kept by him individually, and also as Commandant.

All of which is respectfully submitted.

FRANK CAMPBELL,
J. P. CLEARY,
H. S. FINCH,
GEO. R. SUTHERLAND,
O. H. SMITH,
Trustees.

Dated December 5, 1899.

APPENDIX V.

STATE OF NEW YORK, EXECUTIVE CHAMBER,

ALBANY, *January* 30, 1900.

Hon. EUGENE A. PHILBIN, *New York City:*

My Dear Mr. Philbin.—I notice that continual publications are made as to what goes on in the investigation conducted by your committee in the affairs at Bath, although in theory, I understand, no representative of the press is allowed to attend. It is, I trust, unnecessary for me to say that if your committee deem it advisable to have representatives of the press present, I hope you will follow your own best judgment.

Sincerely yours,

THEODORE ROOSEVELT.

APPENDIX VI.

In the Matter of the Estates of Deceased Soldiers, Inmates of the Soldiers and Sailors' Home at Bath, N. Y.

I, Gamaliel T. Conine, administrator in the above-mentioned cases, do hereby certify that the whole amount received by me in said matters, as per accompanying statement, one hundred and seventy-one cases		$10,127 75
Contra.		
I have paid appraisers' fees	$40 00	
I have paid for revenue stamps	43 00	
I have paid, as appears in my final account, subject to the approval of the surrogate, to my attorney for services in preparing and filing petition for administration, obtaining order of publication, corresponding in search of heirs, appearing and obtaining letters of administration, drawing and executing bonds, obtaining order appointing appraisers, posting notices, preparing inventories, obtaining order to publish notice to creditors, drawing final account, serving heirs, attending settlement, drawing decrees and procuring discharge in all the one hundred and seventy-one cases	941 16	
Total moneys paid out for expenses.		1,024 16
Leaving		$9,103 59
I have also paid out to an administrator (the Ebenezer Jacquith case)		154 00
Which leaves in my hands		$8,949 59

GAMALIEL T. CONINE,
Administrator.

Dated Bath, N. Y., March 3, 1900.

(Said sum of $941.16 paid my counsel was arrived at as follows: My attorney made a charge of $20 each for all estates of $200 and over, and 10 per cent. each upon the smaller estates.)

APPENDIX VII.

July 19, 1900.

In Re Soldiers and Sailors' Home.

Monroe Wheeler, Esq.:

Dear Sir.—Not having heard from you or the attorney for Mr. Shepard, I have assumed you do not wish to submit briefs or offer further testimony in the above matter. If this assumption is not correct, kindly inform me at once, and I will arrange for a hearing.

Yours very truly,

EUGENE A. PHILBIN.

APPENDIX VIII.

July 21, 1900.

In Re Soldiers and Sailors' Home.

John F. Little, Esq.:

Dear Sir.—Not having heard from you or Mr. Monroe Wheeler, I have assumed you do not wish to submit briefs or offer further testimony in the above matter. If this assumption is not correct, kindly inform me at once and I will arrange for a hearing.

Yours very truly,

EUGENE A. PHILBIN.

APPENDIX IX.

August 9, 1900.

In Re Soldiers and Sailors' Home.

Monroe Wheeler, Esq.:

My Dear Sir.—I wrote you on the 19th ultimo, asking if your clients desired to submit any further testimony in the above mat-

ter, but have not received a reply. Will you kindly give me the desired information at once, so that I may make such arrangements as may be necessary.

Yours very truly,

EUGENE A. PHILBIN.

APPENDIX X.

MONROE WHEELER,

ATTORNEY AND COUNSELOR AT LAW,

HAMMONDSPORT, N. Y.

August 14, 1900.

Hon. EUGENE A. PHILBIN, *Comr., etc.:*

My Dear Sir.—Yours of the 9th inst. received during my illness. My clients do not care to submit anything further by way of testimony.

Yours very truly,

MONROE WHEELER.

APPENDIX XI.

JOHN F. LITTLE,

LAWYER,

31 LIBERTY STREET, BATH, N. Y.

July 25, 1900.

In Re Soldiers' Home Investigation.

Hon. EUGENE A. PHILBIN:

My Dear Sir.—Yours of the 21st inst. was forwarded me from Albany.

In reply thereto I beg leave to say that Colonel Shepard will not file any brief in the matter or offer further testimony.

With Colonel Shepard's retirement from the Home, his management and the conduct of the trustees no longer in office be-

came abstract questions and of little importance to the Home or to the people of the State.

Thanking you for the opportunity to submit a brief and be further heard in the matter and for past courtesies during the investigation, I remain,

Very truly yours,

JNO. F. LITTLE,

Of Counsel for Colonel Shepard.

REPORT

OF THE

Committee on Craig Colony.

REPORT.

To the State Board of Charities:

Your Committee on Craig Colony respectfully reports that the Colony has been specially visited by its members, and has been inspected by the Inspector of State Institutions during the past year. In addition, a special conference of this committee, with the Executive Committee of the Colony, has been held for the consideration of matters affecting its welfare and progress. We present herewith the seventh annual report of the Managers of Craig Colony transmitted to the State Board of Charities in compliance with the provision of the statute.

It has seemed wise to your committee to offer a brief report only upon the conditions, needs and prospects of the Colony, since the report of Superintendent Spratling is very detailed in all important particulars and fully covers such suggestions as would be made by this committee.

POPULATION.

We would call attention to the fact that since the opening of the Colony in February, 1896, 845 epileptics have been received; of these there were remaining in the Colony October 1, 1900, 612. During the past year a gain of 340 patients has occurred, of whom about two-thirds were males and the remaining one-third was females.

This number would have been larger had the accommodations projected been completed. During the year 106 were discharged, transferred or died. Of the last, the number was small, the percentage of mortality being about half that usual in so large an institution.

We would call attention to some of its most urgent needs.

NEEDS.

Occupation is an important element in the treatment adopted for patients at the Colony. To provide fully for this, additional facilities for technical instruction and work are necessary. Thus far, the technical instruction has been largely rudimentary and limited. The establishment of a number of workshops is essential to the development of industries such as tailoring, dressmaking, carpenter work, broom and brush-making, etc. Such technical work can be made more than mere occupation, industries can be developed to an extent which will not only provide for a production of articles for use and consumption by the inmates of the Colony, but also for a surplus of such articles for disposal outside the Colony, from which an income can be derived. Extensive constructive work can also be accomplished. These are matters bearing upon the question of self-maintenance.

For the women's group recently completed, a recreation hall is needed, no provision existing at present to meet this want. In this connection we would call attention to Superintendent Spratling's report regarding the construction of a number of wooden cottage buildings for housing inmates. This committee is in full concurrence with the plan and with the arguments advanced in favor of the same, on the grounds of utility, economy and variety. The ample provision for fire protection, which exists at the Colony, will meet the only apparent objection which can be raised to such a plan of construction.

In considering additional constructive measures, facilities for the isolation of tuberculous cases, of which a considerable percentage is found among the epileptic, are very important. The expenditure necessary for a pavilion for this purpose is moderate and should not be delayed.

In general conditions affecting administration, we desire to call attention to the necessity for ampler school facilities. The experience of the authorities at the Colony during the past three years, in the evolution of the idea that mental development of the epileptic forms an important feature of his therapeusis, indicates that existing school facilities should be greatly increased.

The teaching which develops observation, the evolution of the dormant receptive facilities, awakening an interest in his environment, and establishing a persistence in mental effort in the epileptic, can only be accomplished through a carefully adjusted system of instruction and education, which demands a special capacity on the part of the teacher. For this important measure additional schoolhouse accommodation and an increased force of capable instructors are required.

We would urge the importance of establishing a corps of young medical officers in the Colony, by affording privileges and opportunities for original work similar to those extended to young medical men by the large hospitals of the State. The obscure nature of epilepsy and the consequent absence of general knowledge on the subject among the medical profession render such an addition to the medical force important; since the experience gained at the Colony, by such young medical officers, cannot be secured in any other way; and the subsequent diffusion of such trained medical officers among our communities will serve to extend the professional benefits of the Colony rapidly and widely. Such addition to the medical force becomes a necessity, as the population of the Colony increases and its inmates are gathered into more numerous groups on the Colony grounds.

Another matter which has occupied the attention of your committee previously, is legislative provision for a better care of the epileptics in our communities. The State Care Act makes specific and detailed requirement for the restraint and control of the insane. For the epileptic, who is in nearly, if not in quite all respects, as threatening to the welfare of the community as the insane person, such provision is lacking. The insane can be held against his desire to leave an insane hospital to which he has been duly committed. The epileptic, committed to Craig Colony, cannot be so held, but can depart if he so elects, restraint by the authorities not being authorized. The organic law of the Colony needs amendment in this particular and should conform, as far as the case permits, to the provisions of the Lunacy Law.

The demand for accommodations for additional inmates is still

an urgent one. The present estimates for buildings, when completed, will provide for all dependent epileptics enrolled under the census, originally made and recently revised. Accommodations, for additional dependent and for private or paying patients, can come up for consideration when all dependent cases at present State wards are thus provided for.

Your committee believes that this will be a matter to be provided for in the coming year, as it will be necessary after the additions and facilities asked for in the present year are secured.

In closing this report we again call attention to the details of Superintendent Spratling's report upon existing conditions and the needs of the Colony. With regard to its future prospects, we find much to encourage. The labor of the past four years has established the material conditions essential, and what now remains to be done is to meet the demands for a full and continuous development of this extended effort of the State in the care of its defective classes.

Respectfully submitted,

ENOCH V. STODDARD, M. D.,
STEPHEN SMITH, M. D.,
Committee.

REPORT

OF THE

Committee on the Deaf.

REPORT.

NEW YORK, *November* 28, 1900.

To the State Board of Charities:

In behalf of the Standing Committee of the Board on the Deaf the following report is respectfully submitted:

There are in this State ten schools for the deaf supported by State and county money, caring for at the time of the last visits of the inspector of the board 1,562 children, counting St. Joseph's Institute for the Improved Instruction of Deaf-Mutes at Fordham and its branches at Westchester and Brooklyn as separate institutions.

The number and sex of the pupils in the schools for the deaf, as reported by their officers during the current year, are as follows:

Institutions.	Male.	Female.	Total
New York Institution for the Instruction of the Deaf and Dumb, New York	259	156	415
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo	88	79	167
Institution for the Improved Instruction of Deaf-Mutes, New York	106	94	200
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes:			
Institution at Brooklyn	....	73	73
Institution at Fordham	....	113	113
Institution at Westchester	191	....	191
Central New York Institution for Deaf-Mutes, Rome	64	64	128

Institutions.	Male.	Female.	Total.
Western New York Institution for Deaf-Mutes, Rochester	92	76	168
Northern New York Institution for Deaf-Mutes, Malone	44	36	80
Albany Home School for the Oral Instruction of the Deaf	18	9	27
	847	713	1,560

The above statistics show a net increase of 13 over the total number of pupils in these institutions October 1, 1898, differentiated as follows:

Institutions.	Increase.	Decrease.
New York Institution for the Instruction of the Deaf and Dumb, New York	3	..
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo	6	..
Institution for the Improved Instruction of Deaf-Mutes, New York	1	..
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes (all branches)	2	..
Central New York Institution for Deaf-Mutes, Rome	..	6
Western New York Institution for Deaf-Mutes, Rochester	2	..
Northern New York Institution for Deaf-Mutes, Malone	..	2
Albany Home School for the Oral Instruction of the Deaf, Albany	7	..
Total	21	8

All these schools have been visited during the period covered by this report and forty-one inspections have been made, representing practically forty-two days' work. There have been four visits to each of the schools, excepting the Brooklyn branch of

the St. Joseph's Institute, and one extra visit was made to the Buffalo and Rochester schools. These inspections have covered the entire school year, being made in quarterly rotation, so that conditions have been observed in each of the four seasons.

The inspection work has embraced an inspection of the property, finances, general management and care of the pupils of each school, the inspection of the educational methods having been delegated for some time to the Board's regular inspectors, Mr. and Mrs. Lyon, whose recent full and exhaustive reports seem to require no supplement at present. The relations of the inspectors of the Board with the officers of the several institutions have been cordial, and every facility has been offered by their officers to secure a complete and thorough inspection of the workings of each school.

There has been also double inspection by the Board of some of the institutions, Superintendent Z. F. Westervelt, of the Rochester school, an expert educator of the deaf, and whose care of his charges in other directions has not been less conspicuous, reporting that from his recent personal observations he has noted a steady improvement in the care of the several buildings and in the pupils and in the standards of instruction, and, generally speaking, considerable improvement appears in the many matters relating to creature comforts and housekeeping details, which seem to have been largely through the attention paid to the lines of inquiry by the Board's inspectors on the part of the officers and employes of the several institutions.

In general, the care of the children has seemed to be excellent. No abuses have been noted. There might be advantageous changes in various matters of hygiene, which have been duly pointed out to the officers of the different institutions affected. The care of the buildings has ruled scrupulously neat with a few exceptions. Their betterment has been constant, and the recently increased per capita allowance for State pupils should assist in the completion of needed alterations in the equipment of certain schools.

There is a lack of uniformity in the business methods followed

out and systems of records in use. No two schools use the same system of books, and it is difficult for an inspector to secure a clear idea of their financial management. In the Buffalo, Albany and St. Joseph's institutions there is a paucity of books, and, in common with the Rome school, they are not kept up from day to day, the posting being largely deferred to the end of each quarter, the reason being that the business departments are not fully organized as distinct departments. It would be desirable to procure a model system for uniform use.

The schools as a rule are not financially strong, considerable encumbrances being noted at the Buffalo, Rochester, Rome, St. Joseph's and the Lexington avenue schools. Malone has a comfortable working capital. Albany is barely able to get along in a small rented building. The One Hundred and Sixty-third street school, New York city, is largely endowed with private means. In the majority of instances these deficiencies are the result of improvements in the property of the institutions. They result in a careful husbanding of resources, except perhaps in the Rome school, which has a salary list out of proportion to the size of the institution.

The Comptroller of the State does not exercise any direction over the expenditure of these public moneys. Reports are presented to him quarterly by each school, with vouchers of expenditures. But one school at least does not do so. The Malone school, formerly subject to the Bureau of Charitable Institutions, is not now governed by it.

The frame dwelling occupied by the Albany school is generally unsuitable for the school's purposes. It is unsafe for the housing of twenty-four children. The occurrence of a fire might jeopardize the lives of these pupils defective in the lack of the sense of hearing, there being no fire-escapes. The sanitary arrangements are unsatisfactory and not modern or sufficient. An early removal to better and safer quarters is desirable, and also because the building is now overcrowded, and will not allow any further growth of the institution. Certainly no more pupils should be allowed to enter it.

Since the inauguration by our Board of the valuable educational tests under the auspices of Mr. and Mrs. Lyon, several of the schools have dismissed a number of under-average and feeble-minded deaf children, and have refused to receive others, all of whom are probably capable of receiving instruction, and at present are without a place to receive it. Careful individual instruction in these cases is demanded, and should be productive of much good, and it is the expressed opinion of the instructors of the deaf in this State that a school ought to be designated for the special reception of such a class. Whether this would be a department in an already existing school, or a new establishment, is open to consideration.

Within the current year Dr. Andrews has been delegated by the Superintendent of Public Instruction, Mr. Skinner, to visit and inspect the schools for the deaf. Dr. Andrews has visited a majority of them, remaining in some instances for several days in a critical examination of classroom methods.

Mr. and Mrs. Lyon's work having been discontinued, the Board has not resumed its examination of the educational work of the schools.

Full statutory and historical details concerning the schools appear in the reports of the Committee on the Deaf in recent years, and for obvious reasons are not now repeated.

These institutions are among the most useful and necessary in the charitable work of the State, appealing as they do to a large class of the community who, if left to themselves, would be almost helpless, but who by the patient care of those in charge of the institutions, including the teachers and other educational attendants, become, as a rule, intelligent and useful members of the community, not only being themselves elevated, but capable of giving comfort and pleasure to members of their families and others with whom they come in contact. The work of these institutions, therefore, cannot be too highly commended, and the proper inspection of them and the amelioration of any conditions which it is found desirable to improve is of the highest importance in the charitable work of the State.

The special reports of inspections of these institutions by the Board's inspectors and the annual reports of their officers for the fiscal year last ended are referred to, for further interesting details.

Respectfully submitted,

JOHN NOTMAN,

Chairman of Committee on Deaf.

REPORT

ON

Thomas Asylum for Orphan and Destitute Indian Children.

REPORT.

To the State Board of Charities:

The Thomas Asylum for Orphan and Destitute Indian Children, at Iroquois, Erie county, has been visited and inspected by the President of the Board and by the committee on Thomas Asylum during the past fiscal year.

The location of this very worthy State charitable institution is unfortunately so isolated that few people, even in the city of Buffalo, but thirty miles distant, have any idea of the munificence of the State in continuing for the uplifting of the red race, this retreat for the orphaned and neglected young people of the Six Nations, first conceived and established by the philanthropic Quaker, Philip E. Thomas.

Thomas Asylum has transcended the field of a mere orphan asylum. It has gone beyond, into the work of an institution of learning, where both the mental and industrial branches are taught in modest variety, but thoroughly, to the Indian child. It would indeed, not be inappropriate at this time to designate the institution by a title implying, to some degree, the nature of the real mission that it performs. This school training begins when the small child enters the institution, and covers the whole period of its life there, often ten and fifteen years, making him or her fit to enjoy the larger educational opportunities afforded at Hampton or Carlisle. Education is indeed the most accentuated side of the daily life of Thomas Asylum.

In many respects it has been thought unfortunate that the asylum was continued by the State in its first location, the heart of the Cattaraugus Reservation, where the growing child, for the first time taken from the squalor and barbarity of the cabin to the decencies of civilization, should still have the opportunity of

looking daily at its former associations. There is, however, the advantage to the adult Indian in this location of the institution, that by contact with its life he is himself uplifted and made to feel, through the great object lesson, that by its helpful, Christian influence his offspring, being set upon the right path of life, is showing him the way also.

Certain it is that this group of elaborate and serviceable structures, in many respects the most unique and handsome architectural conception among the State's many buildings, is thrown into vivid contrast with the wild environment of the Reservation, at this place but sparsely cultivated, and dotted here and there with the rude habitations of the Senecas.

As if proving what a good example has been set to the adult Indian by this elaboration of the State's interest in his behalf, he has been stimulated to follow the example of good buildings. There are a church and a meeting house of excellent design near by; the neighboring houses are of superior type; the fair ground of the nation has been established in the vicinity. In some respects the institution fulfills the plan of the university settlement in the low condition of a great city's life—the good in the community gathers to it, and in time the good far exceeds the bad in a ratio of the elements of life.

THE BUILDINGS.

During the past year there has been completed here the first wing of the semi-circular arrangement of the new buildings, which includes two dormitories and the schoolhouse. The plan for the ultimate development of the institution calls for a half circle or crescent of buildings with the dining and assembly hall as a center, this immediately back of the administration building in the front and most conspicuous part of the grounds. The several buildings of the half circle are to be joined by an open connecting corridor. The whole idea is extremely pleasing, and the completed portion gives an ample foretaste of what the fully developed idea of Architect Barney will be.

At the first of the year (January 1, 1901) the school and

dormitory buildings were not occupied, but it was expected that they would be fully furnished and equipped by February 1st.

These three new buildings were provided for by appropriations of $44,000. The original appropriation of $22,000 for two brick dormitories and of $10,000 for the school proved insufficient, owing to the increase in prices of materials. A subsequent appropriation added $12,000 to the funds available.

In general respects the buildings are well adapted for the work of the institution, except for a slight curtailment of space given to the lavatories in the dormitories. The character of the builders' work on them is most excellent. Notwithstanding the employment in construction work of substantial materials, the good quality of the work and the inclusion in the dormitory buildings of day rooms and attendants' rooms, the new dormitory buildings for girls have been constructed, lighted and heated, and will be completely furnished at an average cost per inmate for housing of not to exceed $350, which is, all things considered, a reasonable sum.

The completion of these buildings has permitted the destruction of the very old and inadequate frame school building, as well as the larger boys' dormitory. This latter, which was in poorer condition than any of the old structures, by its destruction adds to the safety of the institution, as a clear space is now left between the laundry and power-house and the other frame buildings.

The next building in the order of removal is the brick and frame structure first used in the work of the asylum when established by Thomas in 1855. It is naturally in very poor condition.

Advantageous changes have been accomplished with regard to various detached outbuildings, the most notable being the completion of the alterations to the horse barn, which was moved to the rear, and also of the changes to another old barn, moved, and converted into a piggery and tool storage house.

Among the minor changes during the year, it might also be noted that the cold storage building, which last year failed to

afford proper cooling facilities for preservation of food, has been changed to give a better cold air draft.

The managers of this institution were desirous that the legislative appropriation of 1901 to this institution should be sufficient to complete the two dormitories for boys, the industrial buildings, the power-house, and for the construction of the necessary two-story covered passage ways, in the basement of which the steam pipes, water pipes and electric light wires are carried, and the second story of which will provide for the passage of the inmates from one building to the other without exposure to the elements.

Grading about the new buildings was practically completed during the winter, but the work was carried on by the contractors without there being any appropriation wherewith to defray the expense of the work. The needed soil was taken from a portion of the farm that has been usually under cultivation, and this land must be renewed before it will again be susceptible of cultivation.

Concerning the new natural gas well, its use has been productive of much domestic comfort and lessening of expense to the institution. Some fluctuations in the flow, reported during the winter, suggest the desirability of securing another well, so that the present one may be "rested," as the expression is in the oil country.

The superintendent has in mind the construction of a road to give a more direct approach to the institution than the present route. This road would reduce the haul to the station at Lawtons by about a mile, and the idea seems quite feasible. Land for the purpose would probably be deeded by the Seneca nation with little or no hesitation.

It had been the custom here to extinguish the electric lights on the grounds and in the buildings at 10 o'clock p. m. The practice seemed dangerous to the safety of the buildings and the inmates, and it can be announced with commendation that the management during the past year arranged to burn these lights all night.

In the very important matter of fire protection, the asylum has still a deficient equipment of extinguishing apparatus. There should be provided an adequate number of approved chemical extinguishers or pails, or both. The size of the hydrants is so small that an effective stream can not be turned on to a fire through the hose that has been recently provided.

Inspection of the various buildings showed that the housekeeping arrangements were generally satisfactory, although there was much difficulty in preserving proper hygienic conditions in the old buildings. It is suggested that the frame building, temporarily used as the hospital, be equipped with more household conveniences, such as cupboards and refrigerator. There is no dining-room in this building, and it is possible to convert the upper floor into such a room.

The grounds about the older buildings and barns have been found encumbered with unsightly accumulations of debris and rubbish from demolished buildings which should have been burned, or stored in an inconspicuous spot.

THE INMATES.

At the beginning of the fiscal year, October 1, 1900, there were present in the asylum 126 inmates, of whom 52 were boys and 74 girls. The total shows an increase of 14 inmates over the beginning of the previous fiscal year. Seventy of the 126 inmates were Seneca children.

The general care of the children has continued satisfactory. Their health has been excellent, considering the inherited tendency to scrofulous diseases. During the latter part of the year an inmate suffering from tuberculosis was confined in the hospital, and not entirely isolated, although in an advanced stage. It was expected that she would not live very long. During the term of the present superintendent there had been but two deaths in the institution to the date of this report.

An effort has been made during the past year to keep proper record of the number of cases treated in the hospital, together with the usual bedside notes. The general supply of drugs on

hand was adequate. There was a fair supply of emergency articles, such as absorbent cotton, gauze, bandages and plaster. There was ether in stock but no chloroform.

It is to be remarked that each Seneca child is entitled to necessary drugs and medicines from the government dispensary on the reservation, free of charge, which fact keeps the per capita cost of drugs very low. During the fiscal year the per capita cost was but .3 of 1 per cent. for this item.

Concerning hygiene, while the facilities for washing in the old buildings are still poor, it would be desirable to provide a better supply of individual toilet articles, such as tooth brushes, combs and hair brushes. The individual towels are in use, but it has been found impossible to hang them properly in some of the buildings.

In the matter of clothing, the shoes seem to be in poor condition, and the school suits of the boys were very much worn. The small girls are not provided with warm winter dresses, or what are called Sunday dresses, of woolen material.

The food is usually of good quality; there has been much improvement in the quality of the bread baked in the institution, which is largely due to the better supervision of the matter, and the purchase of a gas baking oven. It has seemed that more attention might be given to the proper cutting of meats for the small children, who are not able to handle a knife.

New hours planned for the school when it should move into the new quarters were as follows: Morning session, 9.15 to 12; afternoon, 1.30 to 4. There is a 15-minute recess in the morning and an evening study class of one hour. The larger pupils are in school one-half day, performing industrial work on the farm, in the carpenter shop and sewing-room during the remainder of the day. The younger children are also required to do certain work connected with the care of the institution before and after school hours.

It was expected that five pupils would complete the school course in June. Several of these will go to Hampton and Carlisle. To the required subjects for graduation, civics and United States history will be added next year.

It is encouraging to note that the older pupils have regularly taken the Regents' examinations for the past two years, meeting with much success.

All of the Seneca children continue to draw government annuities in cloth and money, the former amounting to about 900 yards of gingham or cotton yearly. The cash annuities amount to about $200 yearly, and are placed in a savings bank for the children. Individual pass books are to be issued. The whole amount on deposit at this time was about $540 with accrued interest. It is desired to retain the greater portion of a child's annuity money until he or she leaves the institution. The possession of the money it is sometimes feared will serve as an incentive for the parents or guardian to ask for the child's release, or for a leave of absence.

HARVEY W. PUTNAM,
Committee.

REPORT

OF THE

Committee on the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.

30

REPORT.

To the State Board of Charities:

Your committee on Consumptive Hospital last year favored the establishment of a State Hospital for Consumptives as an object lesson to the municipalities and counties of the State that they might improve upon the methods employed by them in caring for this class of dependents.

In response to a strong expression of public opinion the Legislature of 1900 passed a law "to establish a State hospital in some suitable location in the Adirondacks for the treatment of incipient pulmonary tuberculosis."

By the act which became a law April 12, 1900, the Governor was directed "by and with the advice and consent of the Senate to appoint five citizens of this State, two of whom shall be physicians, to constitute the board of trustees of the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis." The Governor, on April 16, 1900, appointed Dr. Frank E. Kendall, of Saranac Lake, Walter Jennings, of New York, Dr. Willis G. McDonald, of Albany, Dr. John H. Pryor, of Buffalo, and Howard Townsend, of New York, as trustees of the hospital. Mr. Townsend was subsequently elected president and Dr. Pryor secretary of the board of trustees.

The law provided that, "the trustees shall annually, on or before the 1st day of November, for the preceding fiscal year, report to the State Board of Charities," among other things, "The affairs and conditions of the hospital."

The trustees are empowered to select a site for the establishment of said State hospital, such site to be subject to the approval of the State Board of Health and the Forest Preserve Board.

A report of progress regarding such selection of site has been made to the State Board of Charities in compliance with the provisions of the statute.

The trustees are empowered and required, as soon as the site for such hospital is selected and approved and the necessary legislative appropriation is obtained, to proceed with the construction and equipment of suitable buildings upon plans adopted by them to be approved by the State Architect and the State Board of Charities, which buildings shall furnish accommodation for two hundred patients, beside officers and employes.

We do not deem it necessary for the purposes of this report to dwell upon the other provisions of the statute, as this Board is not in any way concerned in the selection of a site.

In view of the fact that no site has yet been secured and that no plans for buildings have been submitted to this Board for consideration, the committee cannot make any recommendation for an appropriation for the erection of buildings at the present time.

The above is respectfully submitted.

HARVEY W. PUTNAM,
Chairman,
ENOCH V. STODDARD,
STEPHEN SMITH.

Dated New York, December 20, 1900.

REPORT

TO THE

State Board of Charities of the Board of Trustees of the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.

REPORT.

To the State Board of Charities, Albany, N. Y.:

Dear Sirs.—Under and pursuant to the provisions of section 5 of the act establishing a State hospital in some suitable location in the Adirondacks for the treatment of incipient pulmonary tuberculosis, said institution begs leave to make this report:

The section above alluded to is as follows:

"§ 5. Annual report; state board of charities.—The board of trustees of the hospital shall annually, on or before the first day of November, for the preceding fiscal year, report to the state board of charities the affairs and conditions of the hospital, with full and detailed estimates of the next appropriation required for maintenance and ordinary uses and repairs, and of special appropriations, if any, needed for extraordinary repairs, renewals, extensions, improvement, betterments or other necessary objects, as also for the erection of additional buildings, and the state board of charities shall, in its annual report to the legislature, certify what appropriations are, in its opinion, necessary and proper. The said hospital shall be subject to the visitation and to the general powers of the state board of charities."

The Board of Trustees was appointed in May of this year, and from that time until the end of September some members of the board, and quite often a majority of them, were engaged in inspecting the various sites in the Adirondacks which were offered to us or which we thought might be eligible sites. Twenty-six sites were examined and discussed. It became clearly apparent to us almost at once that it would be impossible to place the institution more than a mile from a railroad, as the amount of truckage necessary in the construction and maintenance of the hospital would be so great as to greatly injure the usefulness of

the hospital. This narrowed our choice very much. With the aid of the State Architect, Mr. George L. Heins, to whom the Board desires to make a public acknowledgment of the great value of his advice and suggestions, a plan of requirements for the institution was prepared, which were fifteen in number, beginning, of course, with sufficient water supply. Next came the quality of the soil, the elevation, the sufficiency of the protection from wind either by forest or hills, accessibility of the site from the nearest railway, etc. Several sites were visited three and four times. By the end of August the selection had narrowed itself to three or four sites, and at the end of September, at a meeting held at Albany, the Trustees selected a site at the west end of Lake Clear, in township 21, in the county of Franklin, as the site for the hospital. By the terms of section 7 of the act incorporating the institution, such site is subject to the approval of the State Board of Health and the Forest Preserve Board. The secretary of the Board of Trustees of the State Hospital notified these two Boards of approval of our selection of the site. The Forest Preserve Board pisited the site as did also Dr. Daniel Lewis, the President of the Board of Health. A public hearing was had on the 11th of October by these Boards of approval, but no decision has yet been rendered.

This is all the report which we can make as to the affairs and conditions of the hospital.

The appropriation this year granted to us by the Legislature under the act of incorporation was $50,000. The only expenses of the institution so far have been the traveling and other expenses of the Trustees. We hope that the site may be purchased at from ten to twelve thousand dollars. More or less of the appropriation will be expended this autumn in making roads, clearing the ground, preparing reconnaissance surveys, and making preliminary excavations; but certainly some part of our appropriation will remain unused. As to the amount required by us for operating expenses next year, it may be said that there is so little probability of the hospital being ready for the reception of patients before next autumn at the earliest that we need only

ask for a small amount, and this amount is rather in the nature of a precaution. But we think that the sum of $21,600 should be set aside as a precaution for the maintenance of the hospital during the months of October, November and December in case it shall be ready for patients by that time.

In regard to the amount to be appropriated for the construction of the hospital by the next Legislature, we are of the opinion that a hospital cannot be built and equipped under $200,000; and we may add that our opinion is formed from information given to us lately by the State Architect. The preliminary plans for the hospital are now being prepared by Mr. Heins. It is our purpose to submit copies of these plans to a number of prominent medical men of America and Europe for their criticism and suggestions, so that when they are laid before you they will present the result of the best medical expert judgment that we can obtain.

We are, dear sirs,

Very truly yours,

HOWARD TOWNSEND,

President.

JOHN H. PRYOR,

Secretary.

REPORT

OF THE

Committee on State and Alien Poor.

REPORT.

To the State Board of Charities:

The year just ended was one which demonstrated the efficiency of the Department of State and Alien Poor in those matters connected with the removal and care of aliens and others having no legal claim upon any county in this State. The large number of persons who otherwise would become permanent charges upon our charities justifies all reasonable expenditure for their removal as the increase of the pauper class is a menace to the welfare of the State. No law has ever been devised which will altogether prevent dependence, but it is the part of the highest wisdom so to plan as to prevent as far as possible the spread of the evils incident to pauperism.

METHOD.

The methods of the Department of State and Alien Poor provide for a systematic inquiry into the merit of all cases which claim to be chargeable to the State. To this end an investigation is made by trained examiners, from which many facts are developed which go to prove that without this searching inquiry the State would become the dumping ground for all the undesirable persons in other States and countries. At the two main entrances into the State, New York and Buffalo, inspectors are stationed whose duty it is to personally examine all persons claiming to be non-residents, State poor or aliens. By this plan the majority of those who would become public charges are intercepted before they can gain a legal claim by residing the necessary time in any county of the State. They are more economically sent away from these points than if permitted to proceed. The general work done at these offices is very valuable

therefore and illustrates the beneficent operations of the State Poor Law.

ECONOMY.

It is to be remembered that this law is intended to be largely preventive in its effects, and, in order to carry out its intention, that prompt action is essential. This is secured through the establishment of these two offices where immediate action can be taken. Before the present law went into effect State poor persons and others, who are now sent to their homes in foreign countries, were maintained here at great expense to the State and its several political divisions. The average period of life of inmates of public institutions who fall within the provisions of this act, has been carefully estimated at not less than fifteen years, and as the annual per capita cost for maintenance alone is $110, it will be readily understood that the tax upon the commonwealth would become unbearable were it not for the present law. The fundamental principle of the State Poor Act is economic, but it is philanthropic in its results. It not only protects the taxpayers of the State of New York, it is also a means of benefiting those in distress, while at the same time it prevents the increase of pauperism.

PHILANTHROPY.

In enacting this law our Legislature reasoned that it would be cheaper to provide for the return of disabled and destitute persons to their residential localities than it would be to permanently maintain them in the public institutions of the State. The results have eminently justified their wisdom. But, as has been said, the law is philanthropic in its operations, as well as economic, and thus it happens that a law devised from a purely economic standpoint has been the means of reuniting families; of reclaiming the runaway boy and the wayward girl from the downward career by return to their parents; of restoring unfortunates to their friends; of returning the deserted wife to her kindred; and of enabling the health-broken soldier or stranded sailor to reach his home. But in its beneficent operation this

law goes still further and helps other classes, which are larger than many who are unacquainted with the vicissitudes of modern life would suspect. These are the strangers who go to the cities and are "taken in" in more senses than one; soldiers just arrived from service who are robbed of money and ofttimes of clothes; and, lastly, destitute and disappointed aliens who must be returned to their kin beyond the sea.

While large numbers of such persons secure temporary relief from friends and acquaintances the majority, finding themselves entirely destitute among strangers, are constrained to apply to the local authorities for relief, by whom they are at once made State poor persons, and placed in the care of the Department of State and Alien Poor, in order that they may be sent back to their homes. A few days' shelter, pending the arrival of funds, may be all the help some require, while in the case of others the excesses of a few days, the violence of thieves or the effects of drugs criminally administered may render it necessary that they be sent to the hospital for an uncertain period.

INVESTIGATION.

Each individual committed as a State poor person to any almshouse is personally examined, either by the Superintendent of State and Alien Poor or his representative, and an accurate record of the facts obtained is made, in order that the person may be identified, and such statistical information be compiled from the records as may serve as a guide for future legislation on the subject of dependence. Persons requiring medical attention are either treated in the almshouse itself, or sent to some hospital where they may be given proper care and treatment. The statements of all persons thus committed as aliens and State poor are verified or their falsity ascertained by means of telegrams and letters addressed to their friends and relatives, and, when verified, transportation to their homes is at once furnished to all deserving cases. One particular feature noted in these cases is the demand for prompt action made both on the part of the State and of the individuals themselves. Another

feature is that at least fifty per cent of the total number committed have never before been inmates of a charitable institution, and only apply for assistance from necessity and with great reluctance. The one desire of these persons is to be returned to their homes or to friends able to provide for them. Many would prefer to walk the streets rather than remain for any length of time in a public institution, and it is a true charity to restore them to their friends. But it is also true economy, as will be shown later, for if we look at the subject from the standpoint of expense, it will be easily seen that if an individual were to remain in a public institution for any considerable time, his maintenance would soon cost more than the transportation furnished by the State.

CHARACTER OF APPLICANT.

The State and Alien Poor Department of the State Board of Charities is brought into contact with all classes and conditions of men. Contrary to the general impression, many of the applicants are persons of education and refinement, who, though for the time bankrupt, are not paupers in any true sense. The distinction between ready money and assets is strikingly brought out by the condition of many of these persons. For the time being they are destitute of ready money, and cannot realize on their property. They may have possessions of value and have friends at a distance; the capital of some may consist of a profession or a liberal education, but they are without money and among strangers, and hence are obliged to ask for temporary assistance. Another group of great interest is composed of deserted wives, who, with their children, form a considerable portion of those assisted, and a strange fact is that of this group more than one-half are Hebrews, who have come to this country from the eastern and central portions of Europe. A certain proportion of these persons return to the treasury of the State the value of the transportation given to them, and many also send to the department letters containing thankful acknowledgment of the assistance they have received.

FLATBUSH.

The district from which State poor persons are committed to the State almshouse at Flatbush is composed of the counties of Suffolk, Nassau, Queens, Kings, Richmond, New York and Westchester, which counties, according to the census of 1900, contain practically one-half the population of the State. Other things being equal, it would be expected that at least half the total number of persons annually committed as State poor in the State of New York, would be received and disposed of at the Flatbush institution. As a matter of fact, this more than holds true; in 1897, Flatbush received 66 per cent. of the total number; in 1898 the per cent. was the same; in 1899 it amounted to 72 per cent.; and again in 1900 to 72 per cent. of the total number. That is to say, 1,489 out of 2,049 State poor persons committed in the year 1899, and 1,501 out of 2,085 committed in 1900, were sent to Flatbush and there disposed of by the deputy superintendent.

This increase of the actual over the theoretical per cent. is what would naturally be expected after a careful consideration of the conditions. It must be remembered that as in another age all roads led to Rome, so now all roads lead to the Metropolis of the western world, and the number of strangers arriving daily in New York City is greater, in proportion to its population, than that of any other city or county in this State, and also greater than the whole number who arrive in any other State in the Union.

DESTITUTE SOLDIERS.

The year 1899-1900 may be regarded as exceptional so far as the New York district is concerned, for as a result of the Spanish-American war, hundreds of entirely destitute soldiers were landed in New York city by the general government. Hundreds more were landed with money in their pockets, and were immediately relieved of the same, either with or without their consent, through folly or misfortune. The soldiers' cases became so numerous that the funds at the disposal of private

charity were inadequate to meet the constant large demands, and throughout the year great numbers of these soldiers were turned over to the Department of State and Alien Poor by the local authorities, and were safely returned by it to their homes. It is to be noted that this group comprised not only honorably discharged soldiers who had served their time; and soldiers discharged for wounds, sickness, or other disability; but those dishonorably discharged; those discharged by favor; those whose transportation home had been commuted in other countries and the money spent; those sent to New York because of the quarantine on southern ports; and also many other persons connected with the army but not enlisted, such as teamsters, mechanics, nurses who went in a private capacity, and the usual camp following connected with the military service.

BUFFALO.

In a less degree all that has been said of New York applies to Buffalo, and to some extent to other border cities. At these points many of the undesirable immigrant class enter in order to evade the government inspection. From these persons considerable trouble is experienced, and the necessity for restriction of immigration is plain. The restriction of immigration is only desirable to the extent of keeping out such persons as will not prove of permanent advantage to the country. This restriction will tend to the protection of our working classes. It will maintain the wages of the laborer and the standard of living for his family on a proper plane. It will check the drift of the inefficients of other countries to the overcrowded slums of our cities, and will lessen the draft upon the resources of charity. Restriction will serve in time to modify the appalling congestion of poverty, vice, and crime in certain sections of our cities, as well as to brighten conditions in mining regions and other places wherein cheap foreign labor gathers. In so far as it mitigates these conditions, restriction will assist the law to control violence and crime, and it will beneficially affect our entire industrial system by removing an unsettling cause, while

our politics will be purified by a decrease of illiteracy and by the general development of intelligence among those who now, owing to the fierce competition of unrestricted labor, have neither time nor opportunity for study.

EFFECT ON THE TREASURY.

It will be seen that the operations of the State Poor Law are humane in a very high degree, and that through this law the general public as well as the State treasury is directly benefited. As has been said before, the average duration of life of inmates of public institutions, falling within the provisions of the State Poor Law, is fifteen years. During the past year 945 persons were removed from the State. Had these persons been permitted to remain inmates of our public institutions for a single year, they would have cost the State treasury $103,950; and had they survived for only one-half of the estimated period, they would have cost the State $779,625; and should they have survived the full period of estimated life, the State would have been compelled to pay the enormous sum of $1,559,250, for the support of the persons who, under the operations of the State Poor Act, were removed by the Department of State and Alien Poor at a total cost of $40,950.55, of which sum only $10,525 were expended for supervision.

From these figures it is apparent that the operations of the State Poor Law are not only in the highest degree humane, but economical as well, and it is doubtful whether any moneys appropriated by the Legislature of the State accomplish more beneficial results through their expenditure. It is a matter of congratulation to this committee to be able to make such a showing, and there is no doubt that if the indirect benefits could be shown as clearly as the saving to the public treasury, the wisdom of the law would be still more apparent.

Respectfully submitted,

D. McCARTHY,
PETER WALRATH,
EDWARD H. LITCHFIELD,
Committee on State and Alien Poor.

TABLE No. 1.

Showing the name and location of the several State almshouses, the time at which the contract was entered into with the State, and the present rate of support per week, respectively.

STATE ALMSHOUSES.	Location.	Date of contract.	Rate of support per week.
Albany City	Albany	October 1, 1873	$2 00
St. Lawrence County	Canton	October 1, 1873	2 00
Erie County	Buffalo	October 1, 1873	2 00
Broome County	Binghamton	January 1, 1875	2 00
Jefferson County	Watertown	January 1, 1875	2 00
Onondaga County	Syracuse	January 1, 1875	2 00
Kings County	Flatbush	June 20, 1875	2 50
Oneida County	Rome	December 28, 1875	2 00
Monroe County	Rochester	December 4, 1877	2 00

TABLE No. 2.

Showing the changes which occurred in the several State almshouses during the year ending September 30, 1900.

STATE ALMSHOUSES.	Number of inmates October 1, 1899.	Number committed during the year.	Whole number supported.	Discharged.	Adopted.	Absconded	Sent out of the State.	Died.	REMAINING OCTOBER 1, 1900.		
									Male.	Female.	Total.
Albany	11	56	67	7	.....	17	35	3	3	2	5
Buffalo	8	182	190	43	.....	12	122	6	5	2	7
Canton	19	11	30	9	.....	1	44	5	10	1	11
Binghamton	25	21	46	18	2	2	5	2	13	4	17
Syracuse	9	14	23	9	.....	4	4	3	2	1	3
Watertown	5	10	15	5	.....	1	4	.....	5	.....	5
Flatbush	44	1,502	1,546	841	.....	15	659	12	15	4	19
Rome	6	10	16	12	.....	2	1	.....	1	.....	1
Rochester	5	66	71	13	.....	8	41	2	7	.....	7
Total	132	1,872	2,004	957	2	62	875	33	61	14	75

TABLE No. 3.

Showing the number and sex of the State paupers committed each year since the act went into operation, October 22, 1873.

	Male.	Female.	Total.
For the year ending September 30, 1874	513	50	563
For the year ending September 30, 1875	566	88	654
For the year ending September 30, 1876	514	119	633
For the year ending September 30, 1877	707	165	872
For the year ending September 30, 1878	930	190	1,120
For the year ending September 30, 1879	1,326	261	1,587
For the year ending September 30, 1880	1,023	320	1,343
For the year ending September 30, 1881	1,046	327	1,373
For the year ending September 30, 1882	1,024	368	1,392
For the year ending September 30, 1883	1,033	393	1,426
For the year ending September 30, 1884	1,378	514	1,892
For the year ending September 30, 1885	1,409	439	1,848
For the year ending September 30, 1886	1,252	354	1,606
For the year ending September 30, 1887	1,247	370	1,617
For the year ending September 30, 1888	1,317	348	1,665
For the year ending September 30, 1889	1,369	388	1,757
For the year ending September 30, 1890	1,133	307	1,440
For the year ending September 30, 1891	1,026	339	1,365
For the year ending September 30, 1892	1,095	272	1,367
For the year ending September 30, 1893	1,057	349	1,406
For the year ending September 30, 1894	1,490	484	1,974
For the year ending September 30, 1895	1,669	502	2,171
For the year ending September 30, 1896	1,589	513	2,102
For the year ending September 30, 1897	1,448	539	1,987
For the year ending September 30, 1898	1,300	504	1,804
For the year ending September 30, 1899	1,582	467	2,049
For the year ending September 30, 1900	1,522	350	1,872
Aggregate	31,565	9,320	40,885

TABLE No. 4.

Showing the several almshouses to which State poor were committed and the changes occurring in the number under their care from October 22, 1873, to September 30, 1900.

ALMSHOUSES.	Whole number admitted.	Discharged.	Provided for by adoption or otherwise.	Absconded.	Transferred to State hospitals.	Sent out of the State to friends or places of legal settlement.	Died.	Remaining October 1, 1900.
Albany	3,407	1,104	7	488	20	1,698	85	5
Buffalo	8,221	1,793	33	427	31	5,801	129	7
Canton	395	142	4	71	9	87	71	11
Delhi*	744	37	...	20	1	10	6	...
Yaphank*	1,110	76	5	85	1	937	6	...
Binghamton	714	298	8	70	10	256	55	17
Syracuse	829	378	2	116	15	283	32	3
Watertown	268	76	4	41	12	118	12	5
Flatbush	22,162	6,039	5	252	55	15,498	294	19
Rome	665	323	1	74	69	139	58	1
Waterloo*	513	345	...	88	5	54	21	...
Rochester	2,527	588	18	217	21	1,585	91	7
Total	40,885	11,199	87	1,949	249	26,466	860	75

* Discontinued.

TABLE No. 5.

Showing the ages of the State poor committed to the several State almshouses from October 22, 1873, to September 30, 1900.

STATE ALMSHOUSES.	Under twenty years.	Twenty years and under thirty.	Thirty years and under forty.	Forty years and under fifty.	Fifty years and under sixty.	Sixty years and under seventy.	Over seventy years.	Total.
Albany	560	805	712	545	349	267	169	3,407
Buffalo	2,405	1,924	1,453	932	711	507	289	8,221
Canton	41	59	80	50	44	65	56	395
Delhi	6	9	12	17	10	13	7	74
Yaphank	47	416	335	172	89	45	6	1,110
Binghamton	117	113	127	102	96	76	83	714
Syracuse	172	189	164	121	72	55	56	829
Watertown	74	48	60	24	23	20	19	268
Flatbush	4,939	6,698	4,578	2,843	1,724	970	410	22,162
Rome	40	149	202	109	71	62	32	665
Waterloo	10	40	73	78	101	128	83	513
Rochester	543	601	441	318	276	208	140	2,527
Total	8,954	11,051	8,237	5,311	3,566	2,416	1,350	40,885

TABLE No. 6.

Showing the years in which State poor in care of the several State almshouses September 30, 1900, *were committed.*

	1874.	1875.	1876.	1877.	1878.	1879.	1880.	1881.	1882.	1883.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	Total.
Albany	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1	....	2	1	5
Buffalo	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1	....	....	....	5	7
Canton	....	....	....	....	....	....	....	....	....	....	....	1	1	....	1	....	2	....	2	....	3	....	....	....	1	....	....	11
Binghamton	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	....	....	....	....	1	2	3	1	9	17
Syracuse	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	3	....	....	3
Watertown	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	1	1	1	....	1	5
Flatbush	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1	2	1	14	19
Rome	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	....	....	1
Rochester	....	....	....	....	....	1	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1	....	4	7
Total	....	....	....	....	....	1	....	....	....	....	....	1	1	..	1	1	2	....	2	....	4	3	5	5	11	4	34	75

TABLE No. 7.

Showing the classified quarterly expenditures for the support, care and removal of State poor for the fiscal year ending September 30, 1900.

QUARTERS.	For removals to State almshouses.	For maintenance, clothing, medical attendance and care in State almshouses.	For maintenance in orphan asylums.	For removals from the State to other States and countries.	For miscellaneous expenses and printing.	Total.
Quarter ending December 31, 1900	$198 70	$4,193 50	$195 86	$2,786 44	$1,190 69	$8,565 19
Quarter ending March 31, 1900	224 74	3,873 51	242 00	1,887 95	897 50	7,125 70
Quarter ending June 30, 1900	193 37	2,586 50	293 70	2,105 01	845 15	6,023 73
Quarter ending September 30, 1900	152 50	2,229 93	268 72	2,030 66	1,191 74	5,873 55
Total	$769 31	$12,883 44	$1,000 28	$8,810 06	$4,125 08	$27,588 17

REPORT

OF THE

Committee on Inspection.

REPORT.

DEPARTMENT OF INSPECTION.

The Committee on Inspection respectfully submits the following report of the operations of the Department of Inspection during the year 1900. The committee is indebted to Mr. Walter S. Ufford, Superintendent of Inspection, for the detailed statements and results of inspections.

This department of the Board's work was organized for the purpose of carrying out the provisions of section 9, chapter 546, Laws of 1896, entitled the "State Charities Law," which requires that "The State Board of Charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character," etc. The objects of these visits are to ascertain, 1. Whether all parts of the State are equally benefited by institutions requiring State aid; 2. The merits of any and all requests on the part of any such institution for State aid for any purpose other than the usual expenses thereof and the amount required; 3. The sources of public moneys received for the benefit of such institution, the proper and economical expenditure of such moneys and the condition of its finances; 4. Whether the objects of the institution are being accomplished; 5. Whether the laws and the rules and regulations of the Board are fully complied with; 6. Its method of industrial, educational and moral training and whether they are the best adapted to the needs of the inmates; 7. The methods of government and discipline of its inmates; 8. The qualifications and general conduct of its officers and employes; 9. The condition of its grounds, buildings and other property; 10. Other matters pertaining to its usefulness and good management.

1. GENERAL CONDITION OF THE PRIVATE CHARITIES UNDER INSPECTION.

Reports made to the Board by the inspectors of the department for the year ending September 30, 1900, cover general inspections of 524 private charities, not including special inspections and visits relating to such charities. Of these 524 general inspections, 159 of the institutions visited were private charities not in receipt of public money. These inspections were conducted in the early part of the last fiscal year, previous to the decision of the Court of Appeals to the effect that—

"A charitable institution, within the meaning of sections 11 to 14 of article 8 of the Constitution, chapter 771 of the Laws of 1895, and chapter 546 of the Laws of 1896, giving to the State Board of Charities the right of visitation with respect to all charitable institutions, is one that in some form or to some extent receives public money for the support and maintenance of indigent persons, and by public money is meant money raised by taxation not only in the State at large, but in any city, county or town."

Eliminating from the list of institutions visited and inspected during the year, such as do not fall within the definition of charitable institutions as thus laid down by the court, there remain to be considered reports upon 365 private charities in receipt of public money. The following is a summarized statement of conditions reported in these charities. The institutions are arranged according to the nature of their work, and the facts concerning each class are presented under the chief heads regarding which information was sought.

Conditions reported to exist in 365 *private charities, in receipt of public money, during the year ending September* 30, 1900.

	Supervision.						Administration.						Plant.					
	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.
Charity Organization and kindred societies.	1	12	....	1	....	.....	1	11	1	....	....	1	2	7	....	1	....	4
Day Nurseries	....	3	2	....	....	.....	....	4	1	....	....	.....	....	....	3	2	....	.....
Dispensaries.	3	13	8	....	1	.....	3	12	5	4	1	.....	3	13	3	4	1	1
Education—Eleemosynary	....	8	11	....	....	.....	4	13	2	....	....	.....	5	5	6	3	....	.....
Fresh Air Charities	....	7	1	....	....	.....	....	5	3	....	....	.....	....	7	1	....	....	.....
Homes for Children	7	56	46	12	2	30	41	73	30	8	1	.....	27	66	45	15	....	.....
Homes for Aged	6	10	5	....	....	3	9	12	2	1	....	.....	5	14	2	3	....	.....
Hospitals	8	38	26	1	....	15	20	47	19	1	....	1	17	26	32	11	2	.....
Placing-Out Agencies	....	....	2	1	....	.....	....	1	2	....	....	.....	....	....	....	....	....	3
Reformatories	....	6	1	2	1	7	4	10	3	....	....	.....	1	6	6	2	1	1
Temporary Homes	....	4	4	....	....	1	1	8	....	....	....	.....	2	4	2	1	....	.....
Totals	25	157	106	17	4	56	83	196	68	14	2	2	62	148	100	42	4	9

Conditions reported to exist in 365 private charities, in receipt of public money, during the year ending September 30, 1900—(Continued).

	Sanitary Conditions.						Training.											
							Industrial.						Educational.					
	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.
Charity Organization and kindred societies	....	6	2	....	....	6	1	8	....	....	....	5	....	9	....	1	....	4
Day Nurseries	....	2	3	....	....	.....	....	....	....	....	....	5	....	3	1	1	....	.....
Dispensaries	3	11	6	4	....	1	*	*	*	*	*	*	*	*	*	*	*	*
Education—Eleemosynary	5	8	4	2	....	.....	....	4	10	....	....	5	1	18	....	....	....	.....
Fresh Air Charities	....	5	3	....	....	.....	*	*	*	*	*	*	*	*	*	*	*	*
Homes for Children	24	60	46	21	2	.....	8	37	33	10	1	64	2	68	42	6	....	15
Homes for Aged	6	12	2	4	....	.....	*	*	*	*	*	*	*	*	*	*	*	*
Hospitals	14	37	28	9	....	.....	*	*	*	*	*	*	*	*	*	*	*	*
Placing-Out Agencies	....	....	....	....	....	3	*	*	*	*	*	*	*	*	*	*	*	*
Reformatories	1	10	4	2	....	.....	3	6	5	2	....	1	1	2	11	1	....	2
Temporary Homes	2	3	4	....	....	.....	....	4	2	....	....	3	....	3	2	1	....	3
Totals	55	154	102	42	2	10	....	....	....	....	....	.....	....	....	....	....	....	.....

* Does not apply.

Conditions reported to exist in 365 *private charities, in receipt of public money, during the year ending September* 30, 1900—(Continued).

	Training.						Records.						General Impression.					
	Moral.																	
	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.	A	B	C	D	E	Not stated.
Charity Organization and kindred societies	....	10	....	....	....	4	2	10	....	....	....	2	2	10	2	....	....	.....
Day Nurseries	....	....	1	....	....	4	....	2	3	....	....	.....	....	4	1	....	....	.....
Dispensaries	*	*	*	*	*	*	6	6	5	7	....	1	4	9	9	3	....	.....
Education—Eleemosynary	18	....	....	....	1	.....	....	2	10	3	....	4	5	6	7	1	....	.....
Fresh Air Charities	*	*	*	*	*	*	....	5	3	....	....	.....	....	7	1	....	....	.....
Homes for Children	34	82	15	8	1	13	23	79	26	6	3	16	22	79	39	13	....	.....
Homes for Aged	*	*	*	*	*	*	2	10	7	2	....	3	4	15	4	....	....	1
Hospitals	*	*	*	*	*	*	9	40	32	3	....	4	8	49	30	1	....	.....
Placing-Out Agencies	*	*	*	*	*	*	....	1	1	1	....	.....	....	....	2	....	....	1
Reformatories	1	5	10	1	....	.....	....	9	7	....	....	1	....	9	4	3	....	1
Temporary Homes	2	2	3	....	....	2	2	5	2	....	....	.....	....	9	....	....	....	.....
Totals	....	....	....	....	....	.....	44	169	96	22	3	31	45	197	99	21	....	3

* Does not apply.

Conditions reported to exist in 365 *private charities, in receipt of public money, during the year ending September* 30, 1900—(Continued).

	IMPROVEMENTS.									
	Supervision.	Administration.	Plant.	Sanitary condition.	TRAINING.			Records.	Miscellaneous.	Not stated.
					Ind.	Edu.	Moral.			
Charity Organization and kindred societies								1		13
Day Nurseries			1							4
Dispensaries			3	1				5		16
Education—Eleemosynary		3	5							12
Fresh Air Charities		1	4							3
Homes for Children		6	60	8	2	1	1			85
Homes for Aged			12						1	11
Hospitals	1	3	19	4				1		60
Placing-Out Agencies								1		2
Reformatories			6	1						10
Temporary Homes			1							9
Totals										

Conditions reported to exist in 365 *private charities, in receipt of public money, during the year ending September* 30, 1900.—(Concluded).

	Defects.									
	Supervision.	Administration.	Plant.	Sanitary condition	Training.			Records.	Miscellaneous	Not stated.
					Ind.	Edu.	Moral.			
Charity Organizations and kindred societies	1	1								12
Day Nurseries			4							1
Dispensaries		3	4	8				11		6
Education—Eleemosynary		1	9	1				1		9
Fresh Air Charities		2	2							4
Homes for Children	9	21	69	70			1	2		43
Homes for Aged		3	4	6						12
Hospitals	2	1	33	11				1	1	40
Placing-Out Agencies		1								2
Reformatories		2	5	2		1		1		10
Temporary Homes		1	3	1		1				5
Totals										

SUPERVISION.

Reference to the above table will show that in 25 instances the character of the supervision is reported as excellent, in 157 cases it is good, in 106 fair, in 17 unsatisfactory, in 4 bad, and in 56 instances supervision is either non-existent or is not characterized. In certain charities it is no uncommon thing to find supervision merged with administration, that is to say there is no non-resident board of managers or trustees. It is not easy upon a single visit to an institution to determine the character of the supervision exercised. Reliance must be placed upon the testimony given by resident officials, and upon the general intelligence which is apparent in the administration of affairs. In order to do justice in this respect to every institution, the recommendation made by the Board's committee on inspection in its report for 1899 may well be repeated, namely: "That the managers of all charitable institutions which receive and retain their beneficiaries for any considerable length of time should keep a register or record book, in which shall be entered the names of visiting officials and dates of such visits. Such a register might also well include a brief entry concerning conditions found to exist at the time of each visit, and also any recommendations or suggestions offered as to diet, treatment of particular inmates, repairs, purchasing of supplies, or other matter to which attention has been called." Occasionally such official registers are found in regular use. It is believed that they should form a part of the records of every charitable institution. The gain to be obtained is two-fold; faithful officials will feel that proper cognizance is taken of their performance of duty, while those who are induced to accept positions of trust as chiefly honorary in their character will be spurred by wholesome emulation to keep pace with their colleagues in the discharge of the duties assigned them. The fact that in so small a number of instances, scarcely more than six per cent. of the total, the character of the supervision is marked as excellent, is probably due in part at least, to the inability of the inspectors to find

official records upon which to base information sufficient to warrant such a classification.

ADMINISTRATION.

Concerning the character of the internal administration and the efficiency of officers and employes, evidence is to be found in the cleanliness, neatness and order which prevail, in the character of the discipline as it appears in the behavior of inmates, and in the arrangements made for their well-being. In 83 of the 365 charities under consideration the administration is rated as excellent, while in 196 cases it is counted good, in 68 instances fair, in 14 unsatisfactory and in only 2 bad, while in two other cases it is not characterized. These figures speak well for the ability of those in charge. Nothing is so important in the administration of charitable institutions as an efficient resident head. Upon such officer falls the daily responsibility for the conduct of the institution.

Gradually the standard of administration is being raised, while more and more, persons of broad and intelligent training are being called into the service of both public and private charities. Occasionally, however, the welfare of inmates of charitable institutions is found to suffer from undue consideration for a single official who has proven incompetent.

It is the custom of the department of inspection to avoid, so far as possible, all personal characterizations of employes of institutions, but to so present in their reports to the Board conditions as they are found to exist, that an intelligent opinion may be formed not only as to such conditions, but as to the causes of defects reported. In some cases it would be of advantage if matrons or superintendents were granted assistants, who might be in training to succeed to the positions now held by those who through infirmities of age must soon lay down the burden.

CONDITION OF PROPERTIES.

In 62 instances the condition of grounds and buildings are reported as excellent, in 148 cases as good, in 100 as fair, in 42 as unsatisfactory, and in only 4 as positively bad, while in 9

cases the plant is not characterized. It is gratifying to note that in no single case among the homes for children are the properties pronounced bad, and in but 15 instances are they declared unsatisfactory. It is to be said, however, that in but few of the children's institutions is there strict classification according to age, sex and moral fitness. The cottage system, or the breaking up of the institutions into family groups, finds but few representatives among the institutions of the State. Probably the fact of increased expense attendant upon such classification has much to do with the slowness with which this approved system of institutional care has made headway.

SANITARY CONDITIONS.

Sanitary conditions, as reported upon by the department, relate to fire protection as well as the protection and preservation of the health of the inmates. In 55 cases such conditions are reported as excellent, in 154 as good, in 102 as fair, in 42 as unsatisfactory, in 2 as bad and in 10 they are not characterized. Two points upon which special stress has been laid during the past year have been the provision made for escape in case of fire and compliance with the rules of the public health law, chapter 661, Laws of 1893. It is the experience of the department that managers are rather slow to act upon suggestions and recommendations respecting fire protection, unless these recommendations take the form of imperative orders. It is the present custom of the department, wherever fire protection seems inadequate, not only to call the attention of the managers of the institution to conditions as reported, but also to request that an inspection shall be made by the local authorities, in order that the institutions may have the benefit of expert counsel and that all local ordinances may be fully complied with.

The same is true regarding matters pertaining to the health of the inmates in all cases where the co-operation of the local health board is desirable or is required by the statute.

The inspections of the past year have served to show that in the charitable institutions of the larger cities the provisions

of the public health law, requiring that new-comers shall be quarantined for such time as the visiting physician shall require, and that monthly examinations of inmates and properties, and reports thereupon shall be made by such physicians, are generally complied with, but in the smaller towns it is frequently necessary to call the attention of boards of managers to failure to enforce these provisions of the law. It is also found that most institutions require permits from the local board of health specifying the number of beds or cubic air space which shall be allowed under special circumstances, the 600 cubic feet of air space named by the State law as the minimum, not being provided.

TRAINING.

Section 9, article 1, chapter 546, Laws of 1896, known as the State Charities Law, provides that the State Board shall "aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children, as is best suited to the needs of the inmates."

Reference to the above table will show that in many of the charities visited and inspected this provision of law has no application, but in all children's institutions, except infant asylums proper, it is of special force.

Considering the children's institutions by themselves, the table shows that in 153 such institutions, which include not only the parent societies but their branches, the industrial training is reported in 8 cases as excellent, in 37 as good, in 33 as fair, in 10 as unsatisfactory, in one as poor, and in 64 instances apparently there is no such training. It is an object of frequent remark that the industrial tasks assigned dependent children in such homes are distinctly limited in character and range, and the duties that are performed are of a perfunctory character, designed to assist in accomplishing the household work of the homes rather than to benefit the children by careful instruction. Seldom are provisions for manual training to be found, though in some few institutions which retain their children until sixteen years or over, trade instruction is afforded.

The showing regarding educational training is more favorable. In 22 instances it is reported excellent, in 68 good, in 42 fair, in only 6 unsatisfactory, and in 15 such training is not characterized or is non-existent, presumably because of the extreme youth of the inmates. Here again experience shows that there is room for much improvement through the introduction of more progressive and modern methods of instruction. The thought of fitting these children—who are handicapped by heredity or early home surroundings — for making their own way in the world is often secondary to the purpose of giving them temporary shelter and proper food and clothing.

Reference to the tables seems to show that in regard to moral training there is little room for criticism. In most of the institutions an effort is made to teach patriotism, loyalty to American institutions, and the discipline of the institution inculcates obedience to rule. It may be fairly questioned, however, whether the exclusion of the child for the time being from the ordinary circumstances of life does not militate against the development of strong moral character and the ability to withstand the temptations which must be faced sooner or later.

RECORDS.

There is an evident purpose on the part of the charitable institutions to improve their records. The importance of correct bookkeeping and the application of approved business methods are receiving increased attention. The records regarding movement of population in children's institutions, which are filed monthly with the Board, are each year more satisfactory. Considerable correspondence, however, is still necessary in order to obtain accuracy in these returns, but it is felt that the value of complete statistics concerning the dependent children of the State is appreciated by all who are engaged in the solution of the problem of child-saving.

CONCLUSION.

Under the heading "General Impressions" an attempt is made to characterize in a single word the institution as it appears from a thorough inspection of its several departments. It is therefore most gratifying to be able to state that of the 365 private charities in receipt of public moneys under review only 21 are reported as, on the whole, unsatisfactory, 45 being excellent, 197 good and 99 fair. To maintain this record eternal vigilance is necessary. With the raising of the requirements by which all charitable work is judged to-day as compared with a quarter of a century ago, what was once considered satisfactory no longer meets a minimum standard of administration and equipment. It is fair to assume that the same will be true in the future, and that what is counted good to-day will be considered as but fair to-morrow. One of the chief purposes of the inspections conducted by the department is considered to be the maintenance of what has already been gained, and a gradual advancement to higher attainments.

STATISTICS RELATIVE TO HOMES FOR CHILDREN IN RECEIPT OF PUBLIC MONEY.

The report of the committee on inspection for the year ending September 30, 1899, contained statistics of inmates of 127 homes for children which had made monthly returns to the department of inspection for that fiscal year. The total number of such inmates was 30,973. Owing to the decision of the Court of Appeals in the case of the State Board of Charities and the New York Society for the Prevention of Cruelty to Children, such homes for children as are not in receipt of public money have been eliminated from the following tabulation. After such elimination, the records on file in the office of the Board for the past five years show the population of homes for children in receipt of public money as follows:

September 30, 1896 (119 institutions)	27,769
September 30, 1897 (121 institutions)	28,380
September 30, 1898 (123 institutions)	29,967
September 30, 1899 (123 institutions)	29,440
September 30, 1900 (122 institutions)	28,649

Reference to these figures indicates a considerable increase in the population of children's institutions in receipt of public money from 1896 to 1898, but a steady and gradual decrease in 1899 and 1900, so that at the end of the last fiscal year there were reported 1,318 fewer children than were present at a corresponding date in 1898.

There is reason to believe that the enforcement of the rules of the Board, adopted pursuant to section 14, article VIII of the revised Constitution, governing the reception and retention of inmates, has played no unimportant part in the reduction noted. Especially is this true of the rule which requires the reacceptance of all public charges within ten days of the first of October in each successive year. The experience of the children's bureau of the department of public charities, boroughs of Manhattan and the Bronx, New York city, which has for the past year endeavored to conform to this rule, is sufficient proof of what can be accomplished both in the interest of the child and the taxpayer when this rule is faithfully and conscientiously carried out.

The report of this bureau for 1900 shows that, as a result of reinvestigations conducted in accordance with the rule of the Board above referred to, 511 children were discharged to their parents, relatives or friends, who were found upon reinvestigation to be able to provide for them. Without such reinvestigation many, if not the majority, of these dependents would have remained in the institution until they were sixteen years of age. If these 511 children had been compelled to so remain during the maximum period for which the city pays for its dependent minors, the additional time spent by them under institutional care would have been the equivalent of 2,929 years for one such child. At the current rate of $104 a year the cost to the city would have been, under such circumstances, $304,616. While it is doubtless true that many of the children would have been claimed by relatives or friends before the expiration of the maximum period, it is also probable that quite half the number would have been allowed to remain until their sixteenth

year. Therefore, it is a conservative estimate that $150,000 was saved to the city of New York last year, through the re-examination required by the State Board of Charities.

The example of the children's bureau of the Department of Charities, boroughs of Manhattan and the Bronx, should be followed by committing officials elsewhere. Both economy and the welfare of the child demand that the period of institutional care should be reduced to a minimum.

In this connection it is interesting to compare the statistics relating to homes for children—not including the infant asylums—in the boroughs of Manhattan and the Bronx with statistics for similar institutions throughout the rest of the State. Such a comparison shows that in the boroughs mentioned the number of dependent minors in homes for children, other than infant asylums, which were in receipt of public moneys at the close of each calendar year for five years past was as follows:

POPULATION OF HOMES FOR CHILDREN IN RECEIPT OF PUBLIC MONEY, OF MANHATTAN AND THE BRONX.

Date.	Number of inmates.
December 31, 1896	12,530
December 31, 1897	12,619
December 31, 1898	13,349
December 31, 1899	12,839
December 31, 1900	12,596

In the similar class of institutions elsewhere in the State the number was as follows:

POPULATION OF HOMES FOR CHILDREN IN RECEIPT OF PUBLIC MONEY, OTHER THAN THOSE IN THE BOROUGHS OF MANHATTAN AND THE BRONX.

Date.	Number of inmates.
December 31, 1896	11,675
December 31, 1897	11,854
December 31, 1898	12,525
December 31, 1899	12,360
December 31, 1900	12,436

These figures are not without significance. They show, for example, that while in the boroughs of Manhattan and the Bronx the number of dependent minors in homes for children in receipt of public moneys increased six and one-half per cent. from 1896 to 1898, from 1898 to 1900 the number decreased nearly six per cent., showing in 1900 about one-half of one per cent. increase over the figures of 1896. Outside of the boroughs of Manhattan and the Bronx the increase from 1896 to 1898 was seven per cent., while the increase between 1896 and 1900, outside these two boroughs, was six and one-half per cent.

In other words, while the population of homes for children to which children are committed from the boroughs of Manhattan and the Bronx was in 1900 about the same as in 1896, elsewhere in the State there has been a total increase of six and one-half per cent. in the same class of institutions for the same period. Such a comparison leads us to ask why in the old city of New York the dependent children population is to-day scarcely greater than in 1896, while elsewhere in the State there has been an increase during the same period of over six per cent. To those acquainted with the facts the answer seems obvious. The first reason is, the increasing care with which children have been accepted as public charges by the Department of Charities, boroughs of Manhattan and the Bronx, since 1898. The second reason has already been referred to in the thorough application in these boroughs of the rule requiring annual reinvestigation of all cases of inmates who are public charges.

Reference to the Thirty-fourth Annual Report of the Board, submitted to the Legislature on January 28, 1901, will show, pages 150-153, certain facts relative to the 15,437 inmates of the 122 homes for children discharged during the year ending September 30, 1900.

An analysis of the returns regarding 28,649 children present in institutions in receipt of public money, on September 30, 1900, shows the following facts in respect to such children:

INMATES OF 122 CHILDREN'S INSTITUTIONS (IN RECEIPT OF PUBLIC MONEYS) ON SEPTEMBER 30, 1900.

Sex.	Children's Homes.	Infant Asylums.	Total.
Male	14,324	1,830	16,154
Female	10,786	1,709	12,495
	25,110	3,539	28,649

Age Classification.

Under 2 years	140	1,746	1,886
Between 2 and 5 years	2,100	1,263	3,363
Between 5 and 10 years	10,093	444	10,537
Between 10 and 16 years	11,813	56	11,869
Over 16 years	818	9	827
Not stated	146	21	167
	25,110	3,539	28,649

Civil Condition.

Orphan	2,425	40	2,465
Half orphan	12,971	552	13,523
Parents living	8,502	853	9,355
Unknown	732	2,003	2,735
Not stated	480	91	571
	25,110	3,539	28,649

Physical Condition.

Healthy	22,526	1,720	24,246
Fair	1,000	1,281	2,281
Not healthy	1,463	476	1,939
Not stated	121	62	183
	25,110	3,539	28,649

Mental Condition.

	Children's Homes.	Infant Asylums.	Total.
Intelligent	22,872	1,408	24,280
Fair	1,523	47	1,570
Weak	206	18	224
Not stated	509	2,066	2,575
	25,110	3,539	28,649

Duration of Institutional Life.

Less than 1 year	7,281	1,619	8,900
Between 1 and 2 years	4,792	708	5,500
Between 2 and 3 years	3,705	517	4,222
Between 3 and 4 years	2,358	340	2,698
Between 4 and 5 years	1,874	171	2,045
Between 5 and 6 years	1,446	73	1,519
Between 6 and 7 years	1,174	45	1,219
Between 7 and 8 years	825	30	855
Between 8 and 9 years	643	14	657
Between 9 and 10 years	413	6	419
Between 10 and 11 years	286	9	295
Between 11 and 12 years	130	0	130
Between 12 and 13 years	88	4	92
Between 13 and 14 years	45	1	46
Between 14 and 15 years	21	0	21
Between 15 and 16 years	9	1	10
Over 16 years	20	1	21
	25,110	3,539	28,649

Method of Support.

By institution	2,690	203	2,893
By relative or guardian	2,645	173	2,818
By counties	3,031	136	3,167
By cities	15,987	3,015	19,002
By towns	594	10	604

	Children's Homes.	Infant Asylums.	Total.
Otherwise	23	0	23
Not stated	140	2	142
	25,110	3,539	28,649

Nativity of Child.

Native born	21,942	3,446	25,388
England	113	2	115
Ireland	206	1	207
Scotland	22	0	22
Germany	139	4	143
Austria	111	4	115
Russia	325	9	334
Italy	601	9	610
France	37	0	37
Switzerland	2	0	2
Norway and Sweden	19	0	19
Canada	130	3	133
Cuba	22	0	22
Other foreign countries	203	5	208
Unknown	838	9	847
Not stated	400	47	447
	25,110	3,539	28,649

Nativity of Father.

Native born	8,237	620	8,857
England	602	57	659
Ireland	4,355	216	4,571
Scotland	195	7	202
Germany	1,696	106	1,802
Austria	362	68	430
Russia	844	111	955
Italy	1,570	69	1,639
France	198	13	211

	Children's Homes.	Infant Asylums.	Total.
Switzerland	48	5	53
Norway and Sweden	194	10	204
Canada	367	22	389
Cuba	49	3	52
Other foreign countries	460	42	502
Unknown	4,161	2,044	6,205
Not stated	1,772	146	1,918
	25,110	3,539	28,649

Nativity of Mother.

Native born	8,590	602	9,192
England	510	49	559
Ireland	4,624	289	4,913
Scotland	160	12	172
Germany	1,417	101	1,518
Austria	488	77	565
Russia	928	109	1,037
Italy	1,507	66	1,573
France	148	5	153
Switzerland	32	6	38
Norway and Sweden	203	12	215
Canada	416	29	445
Cuba	26	0	26
Other foreign countries	451	53	504
Unknown	3,791	2,016	5,807
Not stated	1,819	113	1,932
	25,110	3,539	28,649

CONCLUSION.

Two important duties remain to be more systematically performed by the department. First, the examination of children, inmates of orphan asylums subject to the inspection of the Board, but not in receipt of public school moneys and consequently not inspected by the State or local school authorities. The education which these children receive bears so important a relation to their future welfare not only, but to that of the communities of which they are soon to become component parts, that more stress should be laid upon this subject by managers of children's homes. In many instances the department has conducted examinations of the children of such institutions. The work which has been done in this direction has proven that such examinations are fruitful of result in awakening increased interest in an important subject and in creating an influence for better graded work in orphan asylums. In certain cities and towns these asylums share in the appropriations of public moneys for school instruction, while in other localities such distribution is not permitted, usually for sectarian reasons. It is believed that the sums at present allowed for the support of dependent children especially outside the city of New York, are usually not more than sufficient to properly clothe, feed and shelter them, and that if school moneys were to be shared by such charities, the result would be increased attention to the educational needs of the inmates and a better supervision of the educational facilities afforded.

A second matter to which attention is invited is the examination of the records of children who have been inmates as public charges of institutions for a considerable number of years. It is believed that such examination would result in many instances in the discovery of parents, relatives or guardians abundantly able to care for these public dependents. In cases of abandonment, effort should be made to place the children in family homes. For the good of the child as well as the relief of the taxpayer, it is important that the duration of institutional life be reduced to a minimum and the child now separated from

normal home surroundings be restored to family life at the earliest possible moment. To this end all local authorities charged with the commitment of children should co-operate with the Board by the enforcement of its rules governing the reception and retention of inmates.

STEPHEN SMITH, M. D.,
DENNIS McCARTHY,
JOHN NOTMAN,
Committee.

Albany, February 28, 1901.

REPORT

OF THE

Committee on Almshouses.

REPORT.

THE ALMSHOUSES OF THE STATE.

To the State Board of Charities:

The inspection of the almshouses throughout the State has been carefully made by the Inspectors of Almshouses from time to time during the past year. Besides these inspections, they have been visited by the Commissioners in their several districts, and by the Superintendent of State and Alien Poor. These examinations have thus been frequent enough to prevent carelessness in administration and laxity in discipline. The buildings have been inspected in all parts, the condition of the grounds and equipment has received attention, and the physical and moral condition of the inmates has been made the subject of special inquiry. As a consequence of these periodic inspections, a decided tendency toward improvement is discernible in the almshouses of the State, and the reports which have been submitted during the past year are remarkable for the testimony they bear to the general diffusion of this spirit of progress.

The officials in charge of our almshouses seem to be imbued with a determination to relieve them from the stigma and reproach which formerly attached to these institutions. The public itself is awake to the need of enlightened methods of dealing with the poor, and while insistent upon careful and economical administration of the funds raised by general taxation, is willing that whatever is really necessary for the humane treatment of dependents shall be amply provided. It is sometimes said that the public is taxed too heavily for the support of charitable institutions, but it must be borne in mind that what would be extravagance in the housing and maintenance of a family is the

truest economy when people are cared for in almshouses. Regulations and consequent equipment must be therein provided which are unnecessary in the ordinary family.

The conditions of life and environment of no human being ought to be allowed to sink below a certain minimum standard. When this principle is violated there is not only danger to the individual but the whole community is imperiled. This general principle particularly applies to our almshouses, for it is generally admitted that people cannot be safely maintained in public institutions unless special attention is given to sanitary and other conditions. As the numbers dwelling together are enlarged, the demand for thorough sanitation is intensified, and the necessity of unfailing ventilation is increased and made prominent.

Healthy life requires ventilation of the entire building both inside and outside, and with regularity and completeness. Sunlight and air are relatively as important for successful care of the inmates of the almshouses as is the removal of soil and refuse matter, or as is a good system of drainage. In fact, all these things are inseparably connected.

There is a close relation between mortality and density of population, especially where the population is wholly composed of persons of low or impaired vitality. A high percentage of deaths invariably follows the bringing of the infirm together unless every precaution be taken to invigorate them by pure air and healthful surroundings. But the sanitary improvements essential to institutional life, the systematic ventilation of all dormitories and other parts of the building, the regular cleansing and repair of rooms, halls, stairways, of walls, ceilings and windows, together with the installation of an equipment ample for the general bathing, laundering, heating and cooking, are given as precautions to ensure the public safety, as well as to assist in the humane and proper care of those who are dependent upon public charity.

Both of these things must be considered, and if to secure the first, dependents have to be made more comfortable than ever

before in their lives, the desired result, after all, is attained and the general welfare promoted. The influence of a beneficent humanitarian spirit leads to a consideration of the present needs of the poor rather than to their past lives. These may have been unfortunate, undisciplined, even criminal—but when men and women in their declining years enter the almshouse they are not received because there is hope of rectifying their past, but as an act of humanity. The one refuge is common to all who need its shelter, and within its walls the past is condoned. Hence it is that a larger bounty is provided than some have earned from society, and that many fare better than in the days they depended upon their work for support. This is but an incident. It is inseparable from a system which gathers the destitute into a common home, for it is impossible to make distinctions where all stand on the same plane under the law. The only thing which can be done is to see that the regimen of the almshouse does not become such a temptation to the able-bodied as will cause their lapse from independence.

ABLE-BODIED PAUPERS.

Able-bodied paupers are the bane of the almshouse. They are the cause of more discontent among the inmates, more irritation to the officials, and more unnecessary expense to the counties, than any other class of persons who make application for public charity. They are altogether out of place in a charitable institution. They should be sent to a penitentiary, or, if young, as often happens, to a reformatory, where the discipline of hard, regular, enforced labor may act as a corrective, and check their desire to live at public expense.

It is no charity to permit able-bodied paupers to have a home in the almshouse. That institution was never intended for them. Its function is the shelter and care of the helpless, the aged, the worn-out unfortunates left destitute and friendless in their declining years.

The harsh methods of the past survive in the system of poor relief that sends the able-bodied vagrants and tramps to the

same institution which shelters the sick, the infant, and the aged. There should be a change in our laws so as to make this impossible. A revival of the hard labor method of dealing with offenders is needed. It should be actual labor, not pretense, and the penitentiary ought to be made a true discipline for vagrants committed to it.

To this end the definition of vagrancy as embodied in the code should be enlarged so as to make it a crime punishable by hard labor for an indeterminate period of not less than six months. The law at present provides for the commitment of "tramps" to prison; it should do the same for able-bodied vagrants of sound mind. This should not be left to the discretion of police justices, for discretionary power might tend to nullify the law.

In every county jail and penitentiary this vagrant class could be profitably employed in breaking stone for the highways, and if the daily task were made sufficient to tax the strength and tire the arms, one term of six months would be sufficient for very many of the vagrants. They would either go to work on their discharge or leave the State, and in either case the public would be relieved of their support.

It may be said that this method of enforced labor will embitter and degrade but not reform; that the experience of the English casual wards has not been satisfactory, but has resulted in brutalizing those compelled to break stone in return for lodging and food. But unwise treatment only increases the number of tramps and able-bodied vagrants. The presence of this class in almshouses is the outcome of an unfortunate sentimentality which attempts to cure an evil by ill-considered conciliation. A cancer requires the knife—it cannot be cured with rose water. To the degraded vagrant and tramp there is but one appeal which we can hope will prove effective, and that is enforced labor under proper conditions for the prevention of any demoralizing effect upon the public. The lot of the able-bodied vagrant must not be made attractive. When men able to work are strongly resolved that they will compel the public to support them, the power of the public should earnestly endeavor to overcome their determination.

It is because this problem of how to prevent an increase of able-bodied paupers involves society as well as the individual that its solution must co-ordinate economy with humanity. The tax payers, the workers, the burden bearers of society deserve at least equal consideration with those who seek to impose upon it. The toilers deserve protection against the improvident, intemperate and vicious who insist on support at public expense.

To save the taxpayers and hard-working citizens from imposition, radical legislation is required to protect the State from this form of voluntary pauperism, even though it go to the extent of classifying it as a most serious crime meriting an indeterminate sentence with enforced labor.

CARE OF THE SICK.

Owing to the age of the inmates and their mental and physical condition, the almshouse is practically a hospital. This is due to the fact that the large majority of the inmates of our almshouses are old people, who are more or less troubled with the infirmities and chronic diseases incident to age and broken-down constitutions. This condition requires careful treatment and attention, as it makes the inmates liable to attacks of acute disease, requiring prompt medical relief and good nursing. In the course of the year a large number of the inmates of each almshouse pass through the sick ward, and for this reason the proper care of the sick is one of the most important duties of the officials.

In many counties the board of supervisors has recognized the necessity for providing a separate hospital building, and have thus enabled the almshouse to classify the inmates and make a complete separation between those who are sick and the others. It is earnestly hoped that this plan will be adopted in all the counties of the State as soon as possible.

In this connection it is well to remark that the peculiar character of our almshouses calls for special fitness in those upon whom administrative duties are devolved. The ordinary public office calls for efficiency, but to this must be added qualities of the heart in those who are to deal with the problems of public charity.

Almshouse officials need to have a lively interest in the individual welfare of the inmates, and nowhere is mechanical, perfunctory performance of routine duty so much out of place as in these institutions whose inmates crave sympathy and patient toleration of the weaknesses of old age, as well as food and shelter.

It is a pleasure to be able to say that generally throughout the State, the administration of the almshouses is marked by kindness and thoughtful regard for the welfare of the inmates. In the choice of keepers, matrons, and other attendants, regard has been had to the special characteristics which tend to promote peace, good order, and general content among those over whom these officials are placed in charge.

CIVIL SERVICE.

The practice of regarding public office, even in local administration, as the spoil of the political party temporarily in power, and as a means of perpetuating its control, works disastrously when applied to charitable institutions. It is obviously incompatible with the proper administration of public charity, as it opens the door to a perversion of its basic principle. This conviction is strengthened by the sad experience of many public institutions in years gone by. It is firmly believed that constant changes for party reasons are dangerous to the public welfare, and detrimental to the physical and moral well-being of dependents.

Our whole system of supervising and administering public charity should be beyond the control of partisans, and be safeguarded by the strongest application of the laws governing the civil service. Our almshouses should be emancipated from partisan control in the interest of the highest efficiency, and the most honest and economical administration. This will tend to secure the retention in office of faithful and deserving men and women whose work deserves high commendation.

CLASSIFICATION.

It has not been possible to secure a complete classification of the inmates of any of our almshouses, yet this is most desirable. Misfortune touches men and women of all ranks, all professions, and all grades of refinement. Inspections during the year have shown the presence in the almshouses of former clergymen, doctors, lawyers, merchants—of men who once held high political positions, as well as those who were born in the "submerged tenth." The same is substantially true of the female inmates. Some were found of exalted family connections, mothers of judges, sisters of governors, widows of distinguished professional men, as well as "strange women;" all, however, the common "daughters of sorrow." To so group these inmates as to make the almshouse homelike, and inspire general content, is indeed to be desired.

One of the main, if it be not the chief obstacle in the way of complete classification of the inmates of our almshouses, is the faulty plans of construction formerly used. These plans had no distribution of inmates into groups in view, but were based upon the principle of limiting space to the utmost, the idea being economic rather than humanitarian. For this reason it has not yet been possible to enforce separation on all desirable lines. The morally clean are still, in many instances, associated with the defiled and corrupted of their own sex, the brutal and the vulgar are permitted to remain a source of annoyance to the refined with whom from stern necessity they are placed, and the unfortunate of the defective classes are domiciled in almshouses for lack of room in the special institutions which the State provides.

In the new almshouses, however, an attempt is made to carry classification beyond the separation of the sexes, and of the clean from the filthy. In these, some regard is had for moral and physical conditions as far as the buildings will permit, and those most likely to prove congenial are placed near together. It is possible to go much further in this direction in several almshouses and it is hoped that an effort will be made to do so.

THE DEFECTIVE CLASS.

The State has undertaken to relieve the almshouse of the care of the defective class, but representatives of this class are to be found under care in every county.

The idiots and the feeble-minded are very difficult to control in an almshouse. The former are continually subjected to jibes and taunts, are provoked into dangerous passion, and abused in many ways by depraved inmates with whom life in an almshouse compels association. The same is true of the feeble-minded, and when these are females the danger of carnal abuse is added. Thus these irresponsible unfortunates may become the means of lasting evil to the State, and the records of former years abundantly confirm the conclusion that these unfortunates should be taken from our almshouses and placed in custodial asylums, and that in the case of idiots this care be continued during life. This is wise from the standpoint of humanity, as well as an economic measure. The asylums should be enlarged so as to relieve the almshouses of this class of inmates.

EPILEPTICS.

The same measure of relief is even more necessary in the case of epileptics, who combine the feeble mind and inability for self-support with periodic insanity. The large fund of experience which has accrued to the State since the establishment of Craig Colony for Epileptics lends force to the statement of its Superintendent that "The State should make laws for closer State care of the majority of epileptics. Epilepsy is a disease of the brain. Any disease that affects the brain is almost sure to affect the mind. To make the statement that some degree of mental unsoundness is present in ninety-eight per cent of all persons who have suffered for any length of time from epilepsy is a perfectly justifiable scientific fact."

This clearly expressed conviction of the necessity of custodial care for epileptics is further enforced by the statement that "ninety per cent of epileptics are incurable and must remain in

the colony always," and by the rules which forbid colonists leaving the grounds. The equipment of this institution is such as assures proper treatment and care of patients, something which no almshouse in the State is able to give. From the nature of the disease, epileptics are not suitable persons to be placed in homes intended for aged and infirm people. As a class "they are irritable, fault-finding, exacting, often violent, destructive, and dangerous." The ordinary inmates are unfitted for association with persons afflicted with periodic insanity, which is often of a most violent type. It is wrong to subject our aged poor to the excitement, dread, and danger which the presence of epileptics in the almshouses promotes.

The facilities for the care of this class of patients is taxed to the utmost even in custodial institutions, and it is easily understood that the resources of the almshouse are not equal to the task, even were those in charge able to give the "curative and scientific treatment" which epilepsy requires. No almshouse is prepared to deal with acute epileptic mania "that terrible form of insanity which preceded, is coincident with, or follows an epileptic convulsion." The victims are always dangerous, violent, and capable of great destruction, developing almost superhuman strength. They require restraint and control guided by science and governed by sympathy. Certainly there is no place for them equal to that institution wherein the custodial principle is combined with scientific and humane care, and, so far as possible, curative treatment.

Until the last unfortunate victim of this malady shall have been taken from the almshouses of the State, and until every "poor and indigent epileptic" and the "epileptic children of poor and indigent persons" shall have been taken into the Colony, this most enlightened charity will not have exhausted its scope. It is this class that the statute says shall always be given preference, and it was for these, the "poor and indigent," that the institution was created.

CHILDREN.

The law forbids children between the ages of two and sixteen years being kept in an almshouse. This law is generally observed, but there have been instances during the past year which showed a disregard of this wholesome provision. In every instance of disobedience of the law, the County Superintendent seemed unwilling to incur the expense of maintaining the child in a more suitable home, and apparently more concerned about the county finances than the moral welfare of the unfortunate children. In one county a poor boy, aged about ten years, has been in the almshouse for a year. He is crippled and requires special treatment and skilful surgical aid. This will cost the county more than it now expends for his maintenance in the almshouse, and the Superintendent has therefore kept him. This is more than disobedience of law; it is such neglect of the welfare of the child as amounts to cruelty.

The enforcement of this law requires the co-operation of Boards of Supervisors. These should not hesitate to condemn its violation by superintendents or keepers when their attention is called to the presence of children in the almshouse.

DIET.

To secure a properly regulated and suitable diet is difficult in all institutions, but especially so in those devoted to the care of the aged infirm and sick. Men and women in good health, engaged in an active life, seldom have capricious appetites, but inmates of our public institutions of the almshouse class are usually more or less in need of special attention. The fare of the ordinary almshouse is sufficient but monotonous. Its character is too hearty for the inmates. It requires such modification as will make rice and other cereals, soups and a variety of vegetables enter largely into the weekly diet sheet. The cost will be no greater than at present, the lighter form of food will contribute to the general health, and in a short time the inmates will prefer it to the heavy and monstrous diet now in use.

PROTECTION.

The safety of the almshouse is of paramount importance. In the event of fire the inmates should be able to reach quickly ample and safe exits from the burning building. The number and character of these exits, the form, location, and efficiency of the fire-escapes should be made the subject of very careful study. Escape suitable to the young, the active and the strong, may be valueless for the aged and sick. The escape should be planned, therefore, for the helpless and infirm population. Looked at with this in view, few of our almshouses have made a proper provision for the safety of the inmates. It will be better to pay a greater price for a perfect fire-escape to assure safety, than to put up a set of scaling ladders because they cost little, and call them fire-escapes. This is a kind of economy which imperils human life.

WATER.

The necessity of an ample supply of water is well understood by all our county authorities, but the supply is not always sufficient. The protection of the buildings, the safeguarding of the general health, and the cleanliness of inmates and premises, require an abundance of good water. In some of the counties the almshouses are connected with city water mains and have pressure at command, but elsewhere the supply does not always assure enough for all purposes. The district reports show that a serious lack was experienced in some almshouses the past summer, and steps should be taken by boards of supervisors to remedy the scarcity. When water becomes scarce, baths are given less frequently, the drains become clogged and dirt accumulates. Water in abundance protects the inmates, as it does the buildings.

RECORDS.

The records required by law to be kept in almshouses are generally fairly written out. It is very often difficult to secure all the information contemplated by law, but as far as the

same is obtained it is made a part of the public records. In some of the almshouses there was no attempt to keep the historical record prior to the past year, but every almshouse has been furnished with a register at the expense of the State, and henceforth there can be no excuse for a failure to obey the requirements of the law.

ADMINISTRATION.

The improvement in our almshouses is mainly due to the officials who are in charge. They are generally zealous in their work, anxious to promote the welfare of the inmates, and emulous of those whose work merits the approval of the State Board of Charities.

The cleanliness now the rule in the almshouses, the absence of discontent, and the order discernible, may be traced to the intimate relations established between the State Board and the officials of the several institutions. The measure of praise due to the administration has been won by an effort to deserve commendation, and it affords pleasure to put this estimate of our almshouse officials on record.

Respectfully submitted,

PETER WALRATH,
S. A. ROSENDALE,
NEWTON ALDRICH,
Committee on Almshouses.

REPORT

OF

Visitations of Public Hospitals and Almshouses

IN THE

FIRST JUDICIAL DISTRICT.

34

REPORT.

THE CITY LODGING HOUSE.

[First Avenue, near 23d Street.]

W. B. O'Rourke, *Superintendent.*

Inspected October 31, 1900.

The condition of this institution remains substantially as at last inspection. It was found in perfect order, clean from basement to garret, and with the same facilities for the care of transients as heretofore. The same criticism concerning the water closets still applies; they open directly into the dormitories, and are therefore offensive. The women who are homeless have a separate apartment on the second floor with accommodations for 24 beds. This is separated from the dormitory of the men on the same floor by a thin wooden partition. It is wrong to keep women in this house. Provision should be made for them elsewhere as suggested last year.

The buildings which were reported last year as standing in the rear of the lodging-house have been torn down, and on the ground which they occupied a large livery stable is to be erected. The ground has been cleared and the foundation laid, and work will progress speedily until the livery stable is completed. This will render it still more undesirable to retain the Lodging House in its present location, as the livery stable will add another fire danger beside vitiating the atmosphere. It is to be hoped that a better location will be found shortly where the Lodging House will have ample room, and be free from the nuisances due to its present location.

HARLEM HOSPITAL.

[East 120th Street near the East River.]

Miss S. A. GAINSFORTH, *Supervising Nurse.*

Inspected November 1, 1900.

It has been about decided that a new hospital shall be built for the Harlem district. The insufficiency of the present building has long been recognized, and the only question which remains to be settled apparently is that of location. The Harlem Board of Trade desires the new hospital to be built on the block between One Hundred and Thirty-sixth and One Hundred and Thirty-seventh streets, fronting on Lenox avenue. Others believe that no better location can be found than that occupied by the present hospital, where additional ground can be obtained by the purchase of the lots to and including that occupied by the public school. This would give ample ground and magnificent river frontage and insure fresh air. The objections which can be urged against this location are the nature of the land, the whistling of steamboats in the river, and the fact that it is not central. It is urged that the Lenox avenue location is more central, and that it will have the advantage of fresh air, although no river front, and is high ground free from malarial influences. The Commissioner of Charities will have the matter decided at the earliest possible moment, so that wherever the new hospital is to be located work may be begun at once. The present hospital is inadequate, crowded always, and in no way suitable for hospital work. Its limited quarters compel the mingling of young and old; there is no opportunity for isolating contagious diseases, nor is there space for a children's ward. The crowded condition of the hospital keeps its atmosphere impure, so that the work done is accomplished under the most serious disadvantages.

This hospital occupies an important position as one of the emergency hospitals of the city. It ministers to the needs of a populous district, and the importance of its work cannot be overestimated.

Some improvements have been made during the past year. There have been repairing and painting, but these improvements have only shown the more plainly how great is the need for a new hospital. The nurses are overworked, and the physicians have insufficient accommodations.

The dispensary connected with the hospital is located as heretofore at the dock at the foot of the street. It has been separated from the hospital grounds by a fence, and the dock leading to the ferry to Randall's Island has been closed except to those having business upon the island. The dispensary building is the same wooden shed. It is as crowded as heretofore, and the facilities for the examination of applicants for relief remain most primitive. Crowded together in the reception room, women with children in arms, men suffering from vile diseases, cripples, and, in fact, all classes of those needing medical relief were found. There is no room for any classification; no opportunity for separation. A new dispensary adequate to the needs of the district is needed.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	18	13	31
Children under 2 years old	0	1	1
Children between 2 and 16 years	2	1	3
Number of patients during the year	0	0	3,374
Number of births	31	26	57
Number of deaths	173	86	259
Number of dispensary cases	0	0	25,000
Number of prescriptions filled	0	0	60,223
Number of ambulance calls	0	0	3,811

FORDHAM HOSPITAL.

[St. James Street and Aqueduct Avenue.]

MISS CARRIE GRAY, *Supervisor.*

Inspected November 2, 1900.

A number of improvements were noted in this hospital since last inspection. Some floors have been repaired, a great deal of painting has been done, and some greatly needed furniture supplied. A new walk has been laid, and a new entrance cut into the dispensary department in the basement of the main hospital. Otherwise the conditions remain as they were last year.

The great need of Fordham Hospital is an adequate supply of water. During the last summer the supply diminished to such an extent that there was no water for flushing, and but little for cooking purposes. It was a great relief to the hospital when the early autumn rains began to fill the reservoirs, and make it possible to have an ample supply of water for daily needs. A consequence of this lack of water was an alarming outbreak of typhoid fever. Some of the nurses were taken ill, and in the neighborhood of the hospital there were many cases. At the time of inspection, at the least one-third of all the patients were suffering from typhoid fever. Fortunately the late increase in the supply of water has promoted the health of the neighborhood, and it is expected there will be less sickness of the malarial and typhoid forms; but the fact that water could become so scarce as to render the closets in the hospital useless, emphasizes the necessity for a more adequate provision for the future, and immediate steps should be taken to assure an abundance of water hereafter.

There is some outside painting which is needed upon the building, and it was noticed that the floors were in need of filling. At the time of inspection the druggist had failed to put in an appearance, although the day was far spent when the inspection was finished. The dispensary patients were compelled to wait for their medicines until the physicians of the hospital went down into the pharmacy and filled their prescriptions themselves. It was reported that the apothecary was frequently negligent.

The work to be done in connection with the administration of this and the other emergency hospitals, occupies the entire time and closest attention of the supervising nurses and their assistants. The new form of bookkeeping which has been introduced is an additional tax upon their time which ought not to be imposed. If a special system of bookkeeping be required in the emergency hospitals, clerks should be provided to attend to such work. In the case of this hospital, however, there is no room for additional help, as all the dormitories are full to overflowing. If it were not for this fact another clerk would be of great assistance.

STATISTICS.—The statistics of the hospital are as follows:

Number of persons in hospital October 1, 1899	42
Received during the year ending September 30, 1900	1,268
Born in the hospital	10
Total number supported	1,320

Of these 564 were natives and 756 foreigners.

Number of persons recovered	610
Number of persons improved	259
Number of persons transferred	295
Total number discharged during the year	1,164
Number of deaths during the year	127
Remaining October 1, 1900	29
	1,320

The 29 remaining October 1, 1900, were classified as follows:

	Males.	Females.	Total.
Sick or infirm over 50 years old	7	1	8
Sick or infirm between 21 and 50	9	7	16
Sick or infirm between 16 and 21	2	1	3
Sick or infirm between 2 and 16	0	2	2

Number of persons treated in dispensary	2,984
Total number of treatments	5,113
Number of prescriptions dispensed	7,114
Number of persons vaccinated	325

GOUVERNEUR HOSPITAL.

[Gouverneur and Water Streets, New York City. Opened 1885.]

Supervisor, Miss JESSIE A. STOWERS.

Inspected, October 29, 1900.

The condition of this hospital is substantially the same as at the time of last inspection. The hospital work is still carried on in the old building, and its crowded condition, lack of ventilation, as well as unsanitary arrangements, are a reproach to the city. The physicians and nurses are greatly handicapped in their work by the unsuitableness of their surroundings. It is found impossible to keep the halls and wards in proper condition, as the daily crowds are greater than the force of helpers can clean after. It must be remembered that the hospital is located in one of the most populous sections of the city, and that its work is of an exacting character. It is no reflection upon the supervisor that the halls are tracked and the wards crowded. It is rather a testimony to her efficiency that under such conditions the work of the hospital has been so satisfactory.

The dispensary is still located in the small wooden building on the street. In it examinations are made and the applicants for relief are jostled together. A dispensary under such conditions is likely to spread disease as well as furnish medical advice.

The new hospital building is still in the hands of the contractors, and has not yet been turned over to the Department of Public Charities. Much of the work was so poorly done at first that it has been found necessary to make changes. Considerable furniture is now in the building, and a force of workmen is engaged in fitting up the wards and work-rooms. The engines and

boilers in the basement have been cleaned and put in order. Machinery for an ice plant is installed, as well as the laundry equipment on the upper floor.

At the last inspection objection was made to the passage connecting the dispensary department with the rest of the basement. An attempt has been made to remedy the defect spoken of, and a door has been cut so as to obviate the former necessity of passing through the room arranged for water closet purposes, but the door thus opened leads into the boiler-room, and while an improvement from a moral point of view, it is not so from the standpoint of safety and cleanliness. The whole difficulty arises from the improper location of the water closets. Had they been placed upon the other side of the room, a clear pasageway would have been open from the dispensary to the stairway leading to the upper part of the building, and from a sanitary consideration the arrangement would be greatly preferable.

When this hospital is occupied it will be found a hard building to keep clean. Each window-frame provides a deep ledge upon which the dust can accumulate, and in all of the wards and rooms there are places of similar character. At the time of inspection the carpenters were engaged in putting in fly screens, and the work was being done in a manner which proved conclusively that no study had been given to the matter, for the screens were put on the *inside* of the frame, so that to open the window the screen must first be raised and held while the window is placed properly, after which the screen will be lowered, but during the operation flies and mosquitoes can enter the room. This plan imposes additional labor upon the overworked nurses, for the heavy screens will have to be lifted many times a day to adjust windows. This could have been avoided by placing the screens outside of the windows, so that the windows could be lifted and arranged without disturbing the screens. This is a small matter, but it is one which concerns the general comfort of the hospital.

Another thing which seems to have been entirely overlooked is the fact that electricity is a better hospital light than gas.

All of the wards are supplied with heavy chandeliers carrying numerous gas jets, and upon the walls at intervals there are other brackets for gas jets. When the wards are occupied, beside the heat from the numerous burning jets adding greatly to the discomfort of the patients, the consumption of oxygen will be greatly detrimental to their welfare. The walls will be grimed by the smoke, and the light itself will prove unsatisfactory. This can be avoided by the introduction of electric light, and before the hospital is occupied the building should be wired for electricity.

It was noticed that all the water closets have transoms opening into the halls. These should be closed. The kitchen furniture is about all in place, but before the hospital is opened, a door should be cut in the wall separating the dumb waiter from the kitchen, so that food may be placed directly in the dumb waiter without compelling the attendant to carry it out into the hall. No entrance has been provided as yet to the areas, and dirt, old papers, and dead animals are thrown into them. A stairway should be arranged so that these area ways may be kept clean. The ambulance stable remains in the same place as heretofore; a new stable is greatly needed, and an appropriation should be made for this purpose. The nuisance of the "Goose Market" has not yet been abated; it is exceedingly disagreeable to the patients in the hospital, beside being detrimental to health. It is a public nuisance which should be abated.

STATISTICS—The statistics of the hospital are as follows:

	Males.	Females.	Total.
Number of patients October 1, 1899...	23	12	35
Admitted during the ensuing year....	2,061	1,039	3,100
Births during year ending October 1, 1900	20	11	31
	2,104	1,062	3,166

	Males.	Females.	Total.
Died during the year ending October 1, 1900	146	95	241
Discharged during the year ending October 1, 1900	724	329	1,053
Transferred during the year ending October 1, 1900	1,263	583	1,846
Remaining October 1, 1900	17	9	26
	2,150	1,016	3,166

Capacity of hospital for patients	39
Ambulance calls during year ending October 1, 1900	4,722
Number of different persons treated in dispensary during year ending October 1, 1900	15,339
Number of patients treated in dispensary during year ending October 1, 1900	47,046

GOUVERNEUR HOSPITAL.

Inspected January 5 and 6, 1901.

Since the foregoing report was written, the condition of affairs in Gouverneur Hospital has changed. The long controversy between the departments was settled by the surrender of the new hospital to the Department of Charities, which undertook to complete and open it as soon as possible. The matter had been before the Grand Jury, and from the statement of Commissioner Keller it became manifest to that body that the Department of Charities was in no way responsible for the long delay in the completion of the hospital nor for the faults in its construction.

In consequence of the inquiry of the Grand Jury the hospital was turned over to the Department of Charities, which put in a force of workmen and cleaned out the accumulations of dirt, put the equipment into working order, and on January 5, 1901, opened the hospital to public inspection. The President of the

State Board of Charities and hundreds of people visited the new hospital on that and the following days, and by January 10th the transfer of patients from the old building was completed, and Gouverneur entered upon its new career. There are many improvements to be made; but in spite of imperfections, the new hospital is a well-equipped institution, prepared to do good work for the sick and injured.

EMERGENCY HOSPITAL.

[223 East Twenty-sixth Street, New York.]

Inspected November 10, 1900.

This hospital still remains in the unsuitable and ill-appointed building on East Twenty-sixth street, which was fully described in the report of last year. The necessity for different quarters has not lessened during the year. It is the intention of the Department to remodel the former "College Building" on the Bellevue grounds, so as to make the new home for Emergency Hospital. The sooner this can be done the better, as the conditions existing in the present building are entirely unsatisfactory, and, indeed, are a disgrace to the city of New York.

On the morning of inspection, as if to show the necessity for an emergency ward, four maternity cases were received, all of whom gave birth to living infants before noon, one of them being delivered at the entrance, there not being time to remove her to the rooms on the upper floor. This is the record of one day, and from day to day similar cases are received. It would seem that the urgency of the need for better quarters would result in the prompt removal of the hospital.

BELLEVUE HOSPITAL.

[Foot of East Twenty-sixth Street, New York City.]

W. B. O'Rourke, *Superintendent.*

Inspected October 31, *November* 1, 10, 11, 13, 14, 1900.

The general conditions prevailing in Bellevue Hospital at the time of the inspection of last year practically remain unchanged. At that time it was reported that certain improvements were under way. These were completed shortly after inspection, and others have since been undertaken.

The general effect of the alterations has been to greatly improve the grounds of the hospital, so that the wards are no longer filled with flying dust in the dry season, nor is mud carried in during wet weather. The entire yard space fronting upon the river side of the hospital, except certain portions reserved for grass plats, has been asphalted, and the premises in consequence present a much more attractive appearance to the visitor. Formerly it was impossible to enter the grounds without wading in either dust or mud. When heavy wagons or ambulances were driven into the grounds they were compelled to plough their way through the dust or mud, and this assisted in making the conditions worse, if possible. Now the asphalt renders it possible to drive to all parts of the grounds not only with ease, but noiselessly. There is neither dust nor mud, and if no other improvement had been made during the year, this one alone would be a tribute to the good sense of the Commissioner of Charities. Unfortunately, however, it has not been within the power of the Commissioner to make the many other improvements which were suggested in the former report. A clamor has gone up against the greatly increased expenses of the consolidated city. The reorganization consequent upon the combination of former independent municipalities has been attended with such an increase of annual expense that the city officials have themselves become alarmed and have decided to call a halt.

RETRENCHMENT.

The multiplication of officers has extended the salary list in the various departments and at the time of consideration of the budget for the year 1901 the Board of Estimate decided to curtail expenses wherever possible. It is to be regretted that the Department of Charities was the first one of those selected on which to practice retrenchment. It is no doubt possible to make some saving in the administration of this department, but it should not be forgotten that the general welfare of the city is dependent upon the efficiency with which the public charities are administered to a very large extent. In this department there is, beside an annual increase, a great permanent demand which cannot be ignored, and to insist upon any curtailment may mean a grievous wrong to the helpless and dependent. There are other departments of the city in which, doubtless, a great saving can be made without causing any public distress, and if retrenchment is to be the rule, as it probably should be, the effort of the Board of Estimate might well be directed toward these departments first of all. The cry of the indigent, the sick, the blind, the incurable, the children, who have no other helper than the city, is not one to be ignored, especially as the little which is sufficient to satisfy the requirements of the needy cuts but a comparatively small figure among the vast sums expended by the city in other departments from year to year.

The trouble has been and will continue to be that it is easier to cut out of the estimate of the Department of Charities absolutely necessary items than to take away the salaries of the politicians for whom sinecures have been found in the city service.

CENTRALIZATION.

If it be urged that the Board of Estimate and Apportionment is earnestly seeking to keep the expenses of the city within proper bounds, and is sincerely desirous of diminishing expense wherever the same may be possible, they might be informed that a good way to save many thousands of dollars may be found in centralizing the administrative staffs of the various departments of the consolidated city.

Why should there be a separate department in each of the boroughs of the city to do exactly the same kind of work, each department necessarily requiring not only a head, but also a complete staff, and thus enormously swelling the salary budget of the city? Take, for example, this very Department of Public Charities. In the report last year it was suggested that a true economy could be found in the consolidation of the separate bureaus of charity of the four boroughs. There seems no satisfactory reason why one administrative head could not more efficiently manage the public charities of the whole city than the several commissioners now entrusted with the work are able to do.

If it be said that the borough of Brooklyn, and the borough of Richmond, and the boroughs of Manhattan and the Bronx, are each sufficiently extensive to require the entire time of their commissioners, it may be answered that the whole city is not so extensive, nor have its interests been found so complex, as to require a number of mayors, and if the general oversight of all the institutions and interests of the city, together with the responsibilities of administration, may be successfully lodged in the hands of a single mayor, it stands to reason that to the administration of a single commissioner of charities, assisted by a competent staff, the welfare of the public charities may be safely committed.

A consolidation of this character would result in very much simplifying the work, as well as in a great saving of salaries, and this saving would go far toward paying for the improvements absolutely essential to the best work of the public charities.

SCRUTINY OF SALARY LIST.

So, too, if further saving is desirable, it should not be accomplished by curtailing appropriations which are needed to introduce the necessary improvements or repairs, nor by withholding the moneys needed for new buildings, but rather the saving should be made by a careful examination into the details of the several

departments, to the end that wherever inefficiency be found or an excessive number of persons are maintained to do the work, they may be stricken from the rolls and a saving thus effected. That a careful scrutiny of the list of employes in this hospital will afford suggestions for retrenchment there can be no doubt, for a great public hospital always seems to be regarded as a place wherein parasites may find a home without giving any adequate return for their entertainment.

Last February the Commissioner of Charities made an examination into the number of unpaid and small pay helpers employed in the hospital. Many of those who may be called hospital roustabouts serve without pay, and many others are engaged for a very small compensation. As a result of his examination he was able to order the discharge of over one hundred persons, and found the routine work in no wise impeded by their discharge; but at the time of inspection this year it would seem that a great number of this very class of persons must have been able in some way to secure their return to the hospital, for the dormitories devoted to the help, so called, were as crowded, and as large numbers of apparently idle men and women were observed standing around the yards and throughout the buildings as heretofore. Probably a re-examination of the hospital roster might lead to a further discharge of at least another hundred persons without any detriment to the true work of the institution, and yet in the places where work is to be done day by day, the lack of efficient help was disclosed.

HELP IN THE WARDS.

In the wards of a large hospital cleanliness is essential. It is impossible for the nurses to use the scrubbing brush daily, or to give the time which is necessary to keep the walls and the floors and the other parts of the wards in perfect condition. They must depend upon the help furnished by the hospital, and if this help is not sufficient, or if it be inferior in quality and fail to do the cleansing properly, the medical and surgical work of the hospital is endangered and the nurses find themselves sorely handicapped.

Each ward should be furnished with sufficient help to secure a thorough daily cleansing of the floors, ward, dining-room and kitchen, the windows, beds, and closets, and with enough so that special attention may be paid to the towers wherein the water-closets and baths are located; but examination and questioning revealed the fact that a sufficient number of scrubbers and ward helpers are not now provided, and that of those assigned to duty, many are woefully inefficient.

WORKHOUSE GRADUATES.

It was stated last year that two of the reasons for the inefficiency of this class of help was because they are usually selected from the men and women who have passed through, and been discharged from, the workhouse, and because as a class they are addicted to intoxicants. This still remains true. While workhouse inmates under sentence have been banished from the hospital and the stripes are no longer seen the fact remains true that the help is very largely recruited from those who furnish the larger proportion of inmates for the workhouse. Intemperance is the common vice of the helpers in the hospital; while as many whiskey bottles were not in evidence on this occasion as before, bottles enough were seen, and other evidences of intoxication abounded. So long as the hospital recruits its subordinate help from a class of this character the efficiency of the hospital will remain impaired.

The time has come when the hospital employes should be men and women of character, and when those addicted to any form of dissipation should have no place in the service. The welfare of the hospital so largely depends upon the faithfulness and efficiency of the subordinate help that too great stress cannot be laid upon this point.

It will doubtless be urged that, in view of the heavy burdens of the city, its appropriations will not permit of the payment of salaries sufficiently attractive to secure a better class of help, but in the general retrenchment, however, it will be found possible to save enough by casting out the inefficient and useless,

to provide decent salaries for those really competent for the service. One good man or woman who will honestly try to do the work of the ward will be found worth half a dozen of the class now employed by Bellevue, hence, strange though it may seem, to diminish the numbers will increase the efficiency, if a proper choice be made of those retained or hereafter appointed to service.

DORMITORIES FOR HELP.

Another matter in the same connection which was suggested last year is that self-respecting men and women will not agree to live in the underground kennels assigned as quarters for some of the hospital help. This is especially true in regard to the quarters set apart for male helpers. The gloom and discomfort of the underground dormitories of the male help is appalling. No self-respecting man cares to submit himself to the mortifications incident to life in dormitories of this character. Without privacy, without fresh air, without decent accommodations for natural functions, with no opportunity for rest except in surroundings repulsive to a man's moral nature, it is not to be wondered at that the general character of the male help is of a comparatively low standard. These dormitories should be remodeled and used for other purposes than as sleeping quarters for civilized beings. They affect the health of the wards above, for in their corners, in the darkness and filth which necessarily accumulates, the germs of all diseases thrive. Can it be expected that the hospital shall work on the plane of highest efficiency when the general conditions are such as promote disease?

Until the time comes when pure air will be permitted to sweep unrestrictedly under the main floor of the hospital, and through what are now gloomy basements, the atmosphere of the entire hospital will continue vitiated by the foul air which arises from the underground quarters.

If any reform is needed in the administration of Bellevue, a reform more than any other, it is this one which concerns the welfare of those who are employed to serve. Let them be made

comfortable, let them be furnished with quarters wherein self-respecting men and women may find pleasure, let them understand that while the city expects cleanliness, sobriety, faithfulness, and efficiency, in return it will provide proper accommodations, and as a consequence it will come to pass that the tone of the institution will be greatly benefited.

NURSES.

The work done in Bellevue Hospital is of such a character that the highest efficiency in all branches of its service is needed. The two training schools furnish the nursing staff, and a constant supervision is said to be maintained over all of those under training. The result of this supervision, when continued for any length of time, should be discernible in the greater efficiency with which the nurses do the work of their wards. In many other hospitals of the city the staff of nurses is much more permanent apparently, and it is not so difficult to keep them working to the limit of their ability; but in Bellevue Hospital the tenure of service is so short in many cases that the superintendent of the training school is constantly breaking in a new force, hence the ward work is not always of the best type.

Some of the nurses do not fully realize the necessity for absolute cleanliness in the care of the sick. This is especially true upon the male side, and throughout this, as in other public hospitals of the city, the service of male nurses does not appear to be as satisfactory as that rendered by the females. Whether this is due to the greater aptness of women for this special kind of work, or to a greater degree of intelligence and power of adaptation, certain it is that the impression made was far more favorable in the wards under the management of the female nurses than in the others. In the wards under care of male nurses there were some notably efficient nurses, but these were all men of experience, more than one of whom had been under training a full course, and they were also men of natural deftness and power of observation. The benefit of inspection of a thorough character was manifested when one of these nurses recalled the inspection of last year, and said he had not forgotten the lesson

which that inspection had been to him. It was a satisfaction to find the two wards under the care of this man were in a very commendable state of cleanliness.

EFFICIENCY.

On the question as to the advisability of male nurses in the general wards of these hospitals, little can be said here, but if the efficiency of service disclosed throughout the various inspections is a sufficient basis for judgment, it would seem as though female nurses can more safely be intrusted with almost the entire nursing of the hospital. There are a few wards devoted to special diseases of men wherein it is absolutely necessary to have male nurses. Outside of these wards there do not seem to be any others in which the work cannot be done more satisfactorily by female nurses than by the class of men who are enrolled in the male training schools.

HARSHNESS.

A very serious complaint was made that the male nurses were not only careless, but that in a number of instances they were unkind in their methods of handling the patients. One complaint of this character was made by an employe of the department who had been a patient in one of the wards for some time, and his statement seriously reflected upon the male nurses. The particular nurse involved was discharged by the commissioner as soon as the matter was brought to his attention, but where one formal complaint is made, numerous instances of carelessness, inattention, and possibly abuse, are never mentioned in a formal way, and it is therefore exceedingly difficult to punish offences against the rules of the hospital concerning treatment of the patients.

The only remedy lies in such frequent inspection of the wards by the officials in charge of the hospital as will make it impossible for treatment of this character to continue without detection. Wherever a case of abuse or inattention is found, the punishment of expulsion should swiftly follow.

It is not to be understood, however, that there is any general complaint of harshness or inattention made against nurses. It is fortunate that abuse is the exception, and that it is the intention of Commissioner Keller and his assistants to deal promptly with every complaint. Were it possible for him to be put into possession of the necessary information, there is no question that the strictest discipline would be promptly enforced. It is because the complexities of administration afford subordinates opportunities for pigeon-holing matter which they may deem of little importance that complaints do not reach the head of the department.

ADMINISTRATION.

Another matter which makes possible inefficient service on the part of the employes or nurses is due to the fact that the administration of the hospital is divided into two parts; one concerning itself solely with the medical and surgical treatment of patients, and the other concerning itself with the business of providing supplies and keeping the books. There has always been this difficulty of connecting the two departments of hospitals so that there shall be no friction, as the medical staff is inclined to resent what it may deem any infringement of the prerogatives of the medical profession.

In a great hospital there must be the closest relations between the various departments, for the successful administration of one is conditioned by the success of the other. Unless the department of supplies is maintained properly the patients suffer, and if there be inattention upon the part of any members of the medical staff the patients suffer. The two great departments of the service ought to be one in spirit, and sustain such close and harmonious relations that no inefficiency or failure to properly discharge duty may possibly pass unheeded.

A SINGLE HEAD.

In this connection it may be well to say that the control of the hospitals, not only Bellevue but all the others maintained by the public, should be lodged in a single efficient head. The pro-

posal has been made to divide the hospital department of charities into two groups, one of which shall remain under control of the Commissioner of Charities, and the other be placed in charge of a new commission composed entirely of medical men. The division of the hospitals as suggested will prove exceedingly unfortunate, for all the public hospitals of the city are branches of the one institution wherein patients are received and assigned to the others. It would be difficult to administer the public hospitals as contemplated without great friction and without a large increase of the death rate.

So far as the administration of the department is concerned, the effort should be made, not to distribute responsibility by making additional commissions, but to centralize it as perfectly as it is possible to do, so that upon the head and shoulders of one man all the responsibility for the efficiency and work of the hospital may be laid. Far better have one competent commissioner, zealous and untiring in his work, with a determined purpose to secure the best possible results, and with broad views as to the needs of the department, than to have several commissioners, no matter how intelligent, for through their very numbers the responsibilities will be evaded and thus the administration be impaired.

There is no question that the morale of the entire department has been greatly bettered since Commissioner Keller took charge, and the many improvements which have been made are an indication of executive ability of a high order. One reason for his success is the fact that he has been the real head of the department and that the authority has not been divided. To put any of the hospitals under the management of commissions composed of a number of men will be a step backward.

One difficulty about a separation of the hospitals from the almshouses is the intimate relations which they sustain to each other. All of those in the institutions belong to the indigent class, and they are transferred from one institution to the other as their necessities require. So long as they belong to the one department, the transfer is easy, as all the routine of transfer is

accomplished by one man and in one office, but if there were separate departments the relation could not be so intimate, and there would be difficulty in the movement of patients and inmates.

THE HOSPITALS AND MEDICAL SCHOOLS.

But back of this proposed change there seems to be a determination to make use of the hospitals too much for the benefit of the medical schools, and to control them in such manner that the wards may become practically the lecture rooms of the professors. It must not be forgotten that the hospitals are established and maintained primarily for the benefit of the sick poor. The instruction of the medical profession is a secondary matter. The poor are entitled to all that the hospital is capable of doing for their relief, and they are also entitled to such measure of privacy and such regard for their feelings as are compatible with the successful administration of the hospital. To make the wards the parade ground of hundreds of students is an interference with the rights of the patients and a perversion of the principles upon which the hospital service is based. There can be no objection to the use of the wards in a proper manner by the various medical schools, but it is an abuse of the patients and a violation of their rights to permit class after class to tramp around the wards and handle the patients and disturb the process of recovery, in order that these students may be instructed. Any one familiar with the daily routine of this hospital knows that there is a constant procession of students passing through the wards, and it is conceded even by the physicians in charge and the attendants that it is to the detriment of the patients and to the disorganization of the daily service.

It is unfortunate that this condition exists, and that through the eagerness of the students to learn the art of healing, the sick are made to suffer. Properly regulated, there can be no objection to the daily visitations of the students from the medical schools, but hitherto the regulations have been so lax that the students have been benefited at the expense of the poor patients.

GENERAL VISITATION.

It must be remembered, too, in this connection that beside the daily visitations from the medical colleges, the wards are visited by large numbers of the friends of the patients, so that at no time during the hours when the hospital is open to the public, are the wards free from the presence of outsiders. It would be impossible to prevent some visiting, but in no other hospital in the city would such large numbers of persons be permitted to enter the wards, and, if restriction were placed upon visitation, it would prove helpful to the patients. Doubtless any attempt to restrict the admission of friends of the suffering patients would meet with loud protests, but the efficiency of the hospital is interfered with so greatly by the present regulations for visitation, that something should be done to keep the wards more free from the presence of outsiders.

In the restriction of visitation, however, regard should be had for the natural anxiety of relatives to know the condition of the patients. Many among the poor refuse to go to a public hospital because they fear entrance means entire separation from home and friends. They dread separation more than the dangers of disease, and often suffer until beyond possibility of recovery before their consent or that of their friends is gained to removal to the hospital. Visitation strictly limited by the necessities of the sick room is sufficient. Less than that is cruelty to relatives and friends, and more than that means jeopardy of the patient and disregard of the quiet and proper routine of the ward.

NOTICE OF DEATH.

It is well to emphasize the necessity of prompt information to friends of patients when death has taken place, in order that arrangements may be made for burial in accordance with the desires of relatives. Too many have been taken to Potter's Field when friends intended different sepulture. Death brings enough sorrow without hospital employes causing additional pangs by indifference, forgetfulness, or unseemly haste. The hospital is more than an annex to the dissecting room of the college, and,

everything possible having been done for the patient while alive, there should be a tender consideration of the feelings of friends when death has removed the patient beyond the need of medical assistance.

A MEDICAL DEPUTY COMMISSIONER.

Going back again to the question of the division of the department, the proposition to organize a commission of seven physicians, as was said before, is one calculated to greatly increase the difficulties which beset the administration of the public charities of the city. If it be desirable to place a physician at the head of the hospital service of the city, that end will be better accomplished by placing a medical deputy commissioner upon the staff of the commissioner in charge, making him subordinate and responsible to the commissioner. The medical deputy should have a measure of authority not at present lodged in the hands of the medical inspector attached to the central office. No doubt such an official, if wisely chosen, would be of great service to the department, and when it is considered that the public charities of the city of New York are so largely medical in their nature, it would seem as if a medical deputy ought to be one of the first officials appointed.

Such a deputy would bring his professional experience into the administration, and thus be able to check any erroneous methods which might otherwise escape the attention of laymen. With a medical official of this character making careful, systematic inspections from day to day, it would be impossible for abuses on the part of attendants to pass unnoticed and without remedy. What other functions should be lodged in his hands, or what measure of power could be safely granted to him, are matters of detail which would adjust themselves in due time. The appointment of such a medical deputy, however, would obviate the necessity of a seven-headed, irresponsible, and for that reason inefficient, commission.

It is not to be understood here that there is not at the present time any medical inspection of the hospital. A medical inspector

is, and has been, on the staff of the commissioner of public charities since the beginning of his administration. The duties of this officer are to inspect the various hospitals and make suggestions, but his power is limited to the making of suggestions. A deputy commissioner such as is suggested would have such discretionary authority as would enable him to correct abuses and see that defects were remedied as soon as discovered without waiting for the "red tape" which usually characterizes public departments.

A great hindrance to the successful working of the proposed plan will probably be found in the difficulty of making a proper selection of the administrative officer. The choice should be of a man who not only has had a large professional experience, who is of wide reading and broad culture, one who commands the respect and confidence of the medical profession as well as of the general public, but he should be one who combines all these with exceptional executive ability, and familiarity with the management and needs of institutions. Men of this character are usually reluctant to enter into a poorly paid public service. The abilities command a more adequate remuneration elsewhere, and it is only by an appeal to their sense of responsibility as citizens and to their interest in the welfare of suffering humanity that there can be any hope of securing their services. If, however, it were possible to secure such a man, and he were given free rein and the support and assistance the case requires, there can be no doubt that within a comparatively short time the medical charities of the city of New York, controlled by the public, would be greatly improved and in some respects revolutionized.

A NEW HOSPITAL.

The chief difficulties which confront the proper administration of Bellevue Hospital are due to the condition and plan of the buildings. As has been said heretofore, the solution of the Bellevue problem will be found in the erection of an entirely new hospital. The old building has reached a condition where its demolition is advisable. The constant procession of diseased persons through its various wards during all the years since

it began its career as a hospital has left the institution in such condition that nothing short of demolition will serve to destroy the germs. A new hospital, carefully planned along modern lines, equipped with everything which science has ascertained to be necessary for the proper treatment of the sick, will be a blessing to the city of New York, and the sooner plans are made looking toward this consummation the better.

ADDITIONAL GROUND.

The present grounds are not large enough to provide sufficient space for the great general hospital of the city of New York, and, therefore, one of the blocks adjoining should be secured for the extension of the hospital grounds. Whether the block between Twenty-fifth and Twenty-sixth streets or the block to the north of the present grounds be added is immaterial. The only advantage of securing the block to the south of Twenty-sixth street would be that the charities dock would then be enclosed, and the heavy hauling and consequent noise due to the presence of brickyards close to the hospital would be avoided; but it may fairly be objected that this plan would keep an open street passing through the grounds, for it would be necessary to have access to the dock at all times, and this would mean practically unrestricted access to the hospital, all of which would be avoided by annexing the block to the north. Something, however, should be done, and the officials of the city ought to carefully consider the problems of public charity, and take immediate steps for the reconstruction of the hospital.

MORGUE.

During the past year no alterations have been made in the morgue. Its condition is as before, although it is beginning to show signs of service. As this building is a shell, it is very cold in the chapel and waiting-room during the winter time. These are heated by steam, but the steam radiators are too small to efficiently heat the large spaces occupied by these two rooms. In the office, too, there is complaint that the floors are always

cold during the winter, so that it is impossible to work without wearing overshoes. As the building is a shell, it will be understood that it offers litle protection by its walls against the cold, and as it is built over the water there is a circulation of cold air directly under the asphalt floor. A large steam radiator for the waiting-room and either a stove or a good radiator for the office will be a great improvement. It should be said that when this matter was suggested to the commissioner, he immediately gave orders to have an improvement in this respect made in the condition of the morgue.

LAUNDRY.

It is unfortunate for Bellevue Hospital that the limited space has compelled the location of the laundry in about the center of the building. There is no space for open-air drying, and, as a consequence, the laundry work cannot be done as satisfactorily as the necessities of the institution demand. The building itself is a large two-story structure, with the washing machinery located upon the ground floor and the mangles and drying racks on the floor above. The laundry has an equipment of six large washers, two extractors, one mammoth mangle and other machines. There is continual complaint that the drying racks do not give satisfaction, and the failure of the steam drier to do its work is a very serious matter in the hospital, where over 8,000 pieces have to be washed and dried each week.

If new ground were purchased for the use of the hospital the laundry might be removed from its present place and relocated to advantage. It is hardly possible to remove the laundry to Blackwell's Island, as has been suggested, because the transfer of the daily wash to and from the hospital would involve great delay and might prove a source of grave danger.

All the city hospitals should be entirely independent so far as their equipment is concerned. In case of any interference with transit, a laundry located at a distance from the hospital cannot be depended upon, and in all institutions of this character emergencies arise which require immediate action. It will be better,

therefore to insist upon the acquirement of land for extension purposes, and then locate the laundry building where there will be ample room for all its operations, not only within the building itself, but space enough outside on the waterfront to permit open-air drying from time to time.

The washing of the officials is separated from that of the patients, and is mainly done by hand and in the basement of the main building, where over 5,000 pieces per week are handled. The one laundry ought to be large enough and so arranged that the entire laundering of the hospital might be accomplished under one roof.

KITCHEN.

At the time of inspection the kitchen was apparently in much better condition than one year ago. It was certainly cleaner and the utensils were brighter, the attendants looked neater, and there was a total absence of offensive odor. Evidently attention had been given to this department of the hospital equipment. One noticeable improvement was the absence of loiterers in the kitchen annex.

At the usual time for serving dinner, the various ward helpers appeared in line and carried away the food provided for the patients. On each occasion when this process was observed during the inspection the day was pleasant and there was no special discomfort experienced by the helpers; but there are many stormy days during the year, days when the bleak wind blows over the river, when snow or sleet or rain descends, and on these days the lack of a covered corridor between the kitchen and the buildings in which the patients are kept must be decidedly dangerous. Certainly such a covered walk between the ward buildings and the kitchen would make it very comfortable for the attendants.

It is fortunate that there are facilities for warming food in the wards, otherwise it would be cooled in transit to such an extent as to be unpalatable. All the dishes are washed in these ward kitchens, where the food is warmed, but all dish water must be carried from and to the toilet rooms, and emptied into the

water-closet drains. Certainly some better arrangement might readily be made.

MEAT ROOM.

The meat room is in connection with the kitchen, and all meats are therein prepared. There is no reason why an electric light should not be installed in this room instead of the smoking gas jet which is doubly expensive in that it consumes the gas and melts the ice. If the warmth exhausted on the ice were provided for the men in the cutting room, it would be a source of needed comfort. One of these men, during the cold weather last year, froze his feet, and a repetition of this must be looked forward to this winter unless a small heater be provided.

STABLES.

The stables remain in the same condition, except wear and tear, as when last reported upon. One criticism concerns the arrangements for the comfort of the stable men; no heat is provided for them, and they suffer during inclement weather in consequence. It is probable that an arrangement might be made whereby these men could be kept warm, although there is always a danger in introducing heaters where so much inflammable material is stored. Ordinary care, such as is exercised in other places, would make this safe, and the health as well as the comfort of the employees would be promoted.

In connection with the stables, the ambulance service is maintained, and as this requires a large number of attendants on duty, it is important that this matter receive attention.

PAVILIONS.

In the inspection of the hospital, the outbuildings and pavilions were first examined. The several pavilions were found in only fair condition so far as cleanliness is concerned. The alcoholic, insane and erysipelas buildings show the effects of the year's work. This was especially noticeable in the insane and erysipelas pavilions, where the poor character of the contractor's work on the buildings themselves was plainly discernible in the cracked

plastering and settled brick walls as well as in the warping of woodwork.

In the erysipelas pavilion the walls are breaking on account of the settling of the foundations and partitions. In the insane pavilion the need of a second exit was mentioned last year and still remains. Wire screens for protecting the radiators in the rooms of this building are not properly constructed, nor have they been attached to the walls safely. Small two-inch screws hold them to the plaster of the walls. These screws are not large enough to reach into the studding, and, in consequence, when patients pull at the radiators they immediately yield.

In the alcoholic pavilion the third story is occupied as a dormitory for the female helpers. Reference was made to its untidy condition before. On this occasion the leaders and down spouts for rain were found clogged with old whiskey bottles and clothes of various kinds, while the dormitory itself was in a very unclean condition. It would seem as though this place could be kept in better order.

The Sturgis and Marquand pavilions, as well as the Townsend cottage, were found in good condition, although the two former were in the hands of the painters, undergoing renovation.

In connection with the Marquand pavilion a new operating room has been provided and completely equipped. This was opened for service on the 24th of November. It is the gift of Mrs. and Miss Dehon. It is to be used exclusively for women, and its cost with the annex was $10,000. In addition to the operating room, which is very complete in itself, the gift included the building of the annex and its equipment of twelve beds.

MAIN BUILDING.

The various wards of the main building were in a very creditable condition at the time of examination, considering the pressure of the daily work. Some of the wards were not in as clean condition as they should be kept, but in general the wards were very fair.

One source of trouble in some of the wards is the constant

stream of soft coal smoke poured out from the stacks of the Electric Light and Power Company to the north of the hospital. This is a nuisance which should be abated. It is not only a constant source of irritation owing to the oily soot and smoke wafted into the wards of the hospital, but is a menace to the health of the patients as it thoroughly impregnates the air which they must breathe.

The use of soft coal is a violation of law, and as such is complained of from time to time by the Commissioner of Charities. Apparently the only result of such complaint is a small fine, which the company pays, and continues its transgression of the law. As a public nuisance and a flagrant violator of the law, this company should be enjoined by the courts from the continuance of its offence, and steps be taken to remove the nuisance.

STAFF QUARTERS.

The staff quarters provided by the hospital are not in good condition. They are neither sufficient nor such as should be provided in an institution of this character. Some of the staff are compelled to reside without the gates, and this is detrimental to their efficiency. As there is not sufficient room under present circumstances, a rearrangement should be made, so that all connected with the hospital may be provided with suitable quarters.

PRISON WARDS.

The prison wards of the hospital are upon the ground floor in the angle. These are very poor at best, and there is no good reason why they should be maintained in this hospital. The removal of the prisoners from the "Tombs" and their detention here, as well as the use of these wards for the various classes of offenders who require treatment, is not calculated to elevate the moral tone of the institution. It would be better if a properly equipped ward were maintained in connection with the "Tombs" where attention and treatment could be given to pris-

oners needing the same. This would relieve the superintendent of the hospital from any responsibility as a prison warden which he practically becomes whenever prisoners are under his care.

MILK ROOM.

One point in connection with the main building which impresses itself upon the mind is the need of a suitable milk room, wherein butter, milk, bread, and such things may be stored. At the present time they are kept in one of the lower halls and are liable to contamination. It must not be forgotten that the atmosphere of the hospital is more or less laden with germs, and in the open halls these are in constant movement, and for milk and butter to be kept where they are liable to be exposed is wrong. A suitable milk room should be arranged where it will be secluded and thus permit food to be kept free from injury.

STORAGE CELLARS.

The storage cellars remain as before with this difference: a new attendant has been required, as the one who had charge last year was incapacitated by rheumatism during the winter, which he contracted in the damp underground place of which he had charge. These cellars are unfit for such use, and it is a pity that any man's duty compels him to spend hours in them. One man spends his day in "candling eggs." Again the question of the extension of space comes up. An increase of the hospital grounds would make it possible to have suitable storage buildings and do away entirely with underground work.

FIRE PROTECTION.

The protection afforded against the dangers of fire is practically as complete as it can be made under the circumstances. There is a constant watch, and with the hydrants and hose, some chemical extinguishers, and the city fire department at hand, as much is done as may reasonably be looked for.

One criticism is that the extinguishers are not kept in good

condition. This is a matter which might receive attention with comparatively small expense.

In this connection the air shafts at the angles of the buildings are a source of danger in case of fire breaking out on the lower floors. However, the main criticism of the air shafts is that they are never clean. Probably no attempt has been made in a long time to sweep down their walls. They afford ready means for the ascent of fumes from the ground; and through the various windows opening into ward dining rooms, these fumes find access to the wards. It would be well if these air shafts were cleaned thoroughly and whitewashed from time to time.

RECORDS.

The same system of keeping records which was reported last year continues. If the records were kept in a different way it is possible that much valuable material could be obtained from them, and information which would be of great assistance to the medical profession. An institution as large as this, with such a variety of diseases undergoing treatment, with operations of such serious character, no doubt offers opportunities elsewhere unattainable for the study of disease, and the records should be made as complete as possible and put into accessible form. As it is now, these records are practically buried as soon as they are written.

OFFICERS.

The officers of the hospital rendered every assistance in its examination, and one was in constant attendance during the inspection. The superintendent, who is now in his second service in this hospital, was busy with the routine work but took time to make an inspection of the proposed new maternity pavilion. The deputy superintendent, Mr. Rickards, gave all the information requested and assisted in the inspection to the extent of his ability. This officer has been connected with this hospital for a great many years and is working for a small salary. Competent officers charged with very responsible serv-

ice should receive a compensation commensurate with the importance of their positions.

MATERNITY QUARTERS.

The emergency hospital maintained on Twenty-sixth street has been so often criticised as altogether unfitted for the service to which it is devoted that it is now proposed to make use of the former "College Building" as a maternity pavilion, doing away entirely with the necessity of maintaining the emergency hospital on this street. This old "College Building" stands within the grounds and is large enough to afford ample quarters for the emergency work. In fact, it is proposed to divide it into two parts, completely separated, one of which shall be used as the emergency hospital for maternity cases and the other be arranged into dormitories for the orderlies and some other help. The building is so located that it is possible to have a complete separation and separate entrances into the two proposed parts. It will require considerable repairing and remodeling, but if the proposed plan is carried out it will be of great assistance to the hospital. There will be much more more room and far better quarters for the emergency maternity cases than is found at present in the emergency hospital, and the removal of the orderlies from their underground quarters will be an act of humanity and conduce to the general welfare of the hospital.

DISPENSARY.

The dispensary service of Bellevue Hospital is very helpful to the poor and an important branch of the public charity. The regular staff of attending physicians at the dispensary find large numbers of patients awaiting them every day in the year that the dispensary is open; and the character of disease and injury brought to their attention is as varied as in the hospital itself. For this reason the dispensary is one of the most important adjuncts to the hospital. Many who would otherwise apply to and have to be received in the hospital are cared for through the dispensary, and again, many who have become con-

valescent in the hospital and are discharged to their homes, receive subsequent necessary treatment from the dispensary. For these reasons the dispensary should be well-lighted and well-equipped for the convenience of the physicians and the comfort of the patients. As it is, the receiving room is always crowded, and there is little possibility of classification before patients are admitted to the rooms of attending physicians. Up to that time they remain together in the general waiting room. This room, when seen, was not bright, clean, nor altogether free from undesirable odors.

The various rooms of the attending physicians are supplied with a limited equipment, but the physicians are kept so busy that doubtless they have no time to think of anything save the needs of their patients. Some time or other the dispensary building should be fitted up so as to be a credit to the city and arranged so that it will be possible for patients to classify themselves in a general way on entrance. There should be a proper measure of separation between the different classes of patients during such time as they are compelled to wait before treatment. The waiting rooms ought to be large, airy, well-lighted and clean, and the consultation and operating rooms should be equipped satisfactorily, and the retiring rooms ought to be provided and arranged so that men and women may be separated by the full length of the building.

SIDEWALKS.

The sidewalks around the hospital premises are not in good condition and require more or less repair. It is expected that this will receive attention during the present year.

THE FUTURE.

The new century has opened, and we look forward to another hundred years of marvelous progress greater even than that which in the nineteenth century transformed the city of New York from a struggling seaport town into the Metropolis of the Western World.

In 1800 the census showed a population of 60,489, while 1900 gives 3,637,202 to the consolidated city. Compared with the present city, the population has increased on the same area over 1666 per cent. These figures do not show the increase in wealth, power and other elements of greatness, but they do give an indication of that wonderful activity which made the city a center for an ever-increasing population, and they do suggest a development in far-seeing and comprehensive public spirit commensurate with the opportunities opened by population, wealth, and intelligence. The wholesome growth of this public spirit is outwardly manifested by schools, libraries, parks, churches and other improvements of the century, as well as by those forms of public and private charity which attest a lofty conception of municipal and individual responsibility. The various asylums and hospitals of the city evidence a deep interest in the bodily welfare of the people, for more and more the hospital is coming into general use for the sick, without regard to ability to pay.

Within the century just ended, the city has witnessed the growth of a hospital system in keeping with its progress in other things, so far as hospitals under private control are concerned, and they are a source of pride to all. But the public hospitals are not equal to private institutions in their equipment. The buildings do not represent the progress of the city. The management has not outgrown former traditions, and it is therefore possible for the new century to witness vast improvement. It is to be remembered that Bellevue, the chief public hospital, began its existence as a branch of the almshouse, and has existed as a separate institution since 1848 only. From 1794 to 1798 and, in fact, up to 1811, when the corner stone of the main building was laid, Bellevue was the location of the City Pest House.

From the time the present main building was opened in 1816 until the almshouse was removed to Blackwell's Island in 1848, the hospital slowly developed. Even after the separation was completed, the growth of the hospital was hampered by political control, and what it is to-day is not so much the work of a century, as the result of well-directed efforts during the years

since 1860, when the establishment of the Bellevue Hospital Medical College marked the beginning of a new era.

The many notable names connected with the hospital and its service attest its progress. Such names as Mott and Van Buren, Wood and Flint, Barker and Hamilton, Smith and Clark, Sands and Dalton, McCready, Loomis, Parker, and Sayre, tell of success in diagnosis and triumphs in surgery, and are an inspiration to attempt greater triumphs in the new cycle which has opened so grandly.

But for Bellevue to accomplish greater results increased facilities are necessary. Private interest has given the hospital some of its best equipment, but the city itself should see to it that there be ample ground and properly planned buildings. The watchword should be a New Bellevue. The principal public hospital of the greatest city in America should be a credit to the city and an indication of its conception of municipal responsibility. The medical profession will wreathe the name of the hospital with honors, and the city should do its part in enlargement and equipment and in freeing it from political control, making it the noblest evidence of the enlightened philanthropy of the city.

BELLEVUE NOTES.

Since the report on the inspection of Bellevue Hospital was prepared a condition of affairs was revealed which centered public attention upon the hospital and its management. One of the patients in the insane pavilion died, it was alleged, owing to cruelties inflicted by the nurses in attendance; and upon the report of the coroner's inquest being made public, the management of the hospital was severely criticised. The Commissioner of Public Charities, Hon. John W. Keller, was reluctant to believe the charges alleged against the employes of the hospital, but after a full investigation he became convinced that the hospital required reorganization. This reorganization has since been effected; the nurses suspected of neglect or abuse have been discharged; a new superintendent has been placed in

charge; the employees deemed unworthy or inefficient have given place to assistants in whom the new superintendent has confidence; and throughout the hospital other changes have been made, conducive to better management and more consideration for the patients.

In the process of reorganization the medical board was criticised as well as the others connected with the hospital, and the new rules adopted by the Commissioner are intended to fix with definiteness the duties and responsibilities of the medical board as well as the other officials.

It only remains to say that the nurses implicated in the death of the insane patient were indicted by the grand jury for manslaughter in the first degree. The same grand jury brought in a presentment directed against the management of the hospital and calling upon the Commissioner to remove the former superintendent and deputy superintendent, as well as the physician, who, at the time of the trouble, was in charge of the insane pavilion. Under the indictment one of the nurses has been tried and acquitted, and it is probable that the others, upon the same testimony, will also be acquitted. There is no doubt, however, that gross abuses have been practiced by some of the attendants in the hospital and the investigation and public sentiment will go far toward rendering such things impossible in the future.

BUREAU OF DEPENDENT CHILDREN.

In connection with the work of the Outdoor Poor Department the appended tables which detail the work of the new Bureau of Dependent Children are of interest. This bureau had only been in operation nine months when these tables were prepared, but in that time the wisdom of separating this branch of the public charity system from the Outdoor Poor Department has been made manifest. It is hoped a children's court may soon be in operation in the municipal building wherein this bureau is located so as to entirely separate the children from the ordinary police court influence.

Report of Bureau of Dependent Children, Department of Public Charities, City of New York.

FIRST QUARTER, 1900.

	January.	February.	March.	Total.
Applied for admission	435	381	557	1,373
Number approved indefinitely	87	120	141	348
Number approved temporarily	28	12	27	67
Number approved and to pay part	10	8	7	25
Number disapproved	310	241	382	933
Reasons for disapproving:				
Non-residents	47	28	47	122
Immigrants	7	6	19	32
Unknown at residence given	19	22	24	65
Insufficient history	3	5	25	33
Able to pay full board	29	17	48	94
Able to be supported at home	107	121	164	392
Referred to private charities	98	42	55	195
Number approved who were committed	87	98	138	323
Number committed who actually entered institutions	85	87	117	289
Reinvestigation of Children in institutions:				
Approved to remain	16	41	101	158
Approved to remain temporarily	17	11	17	45
Approved to remain and pay part	0	0	2	2
Not found at residence given	0	36	61	97
Discharges enforced by Department of Public Charities	149	16	39	204
Discharges applied for and recommended by Department of Public Charities	46	43	36	125
Discharges by institutions	244	264	307	815
Total number of children discharged	439	323	382	1,144

Report of Bureau of Dependent Children, Department of Public Charities, City of New York.

SECOND QUARTER, 1900.

	April.	May.	June.	Total.
Applied for admission	505	531	586	1,622
Number approved indefinitely	102	149	145	396
Number approved temporarily	57	49	64	170
Number approved and to pay part	0	2	20	22
Number disapproved	346	331	357	1,034
Reasons for disapproving:				
Non-residents	44	53	52	149
Immigrants	16	4	20	40
Unknown at residence given	24	17	19	60
Insufficient history	22	34	26	82
Able to pay full board	36	25	35	96
Able to be supported at home	129	103	139	371
Referred to private charities	75	95	66	236
Number approved who were committed	99	157	120	376
Number committed who actually entered institutions	99	135	118	352
Reinvestigation of children in institutions:				
Approved to remain	211	427	318	956
Approved to remain temporarily	42	40	52	134
Not found at address given	200	305	531	1,036
Discharges enforced by Department of Public Charities	42	42	79	163
Discharges applied for and recommended by Department of Public Charities	54	61	14	129
Discharges by institutions	401	335	372	1,108
Total number of children discharged	497	438	465	1,400
Discharges applied for and disapproved	4	4	3	11

Report of Bureau of Dependent Children, Department of Public Charities, City of New York.

THIRD QUARTER, 1900.

	July.	August.	September.	Total.
Applied for admission	606	622	534	1,762
Number approved indefinitely	139	*168	149	456
Number approved temporarily	55	*56	31	142
Number approved and to pay part	10	3	5	18
Number disapproved	402	395	349	1,146
Reasons for disapproving:				
Non-residents	56	64	42	162
Immigrants	23	12	9	44
Unknown at residence given	25	17	21	63
Insufficient history	10	18	19	47
Able to pay full board	28	27	23	78
Able to be supported at home	167	216	162	545
Referred to private charities	93	41	73	207
Number approved who were committed	151	*197	148	496
Number committed who actually entered institutions	136	162	132	430
Reinvestigation of children in institutions:				
Approved to remain	138	92	142	372
Approved to remain temporarily	29	20	33	82
Not found at address given	409	293	356	1,058
Discharges enforced by Department of Public Charities	83	37	76	196
Discharges applied for and recommended by Department of Public Charities	36	35	44	115
Discharges by institutions	328	236	389	953
Total number of children discharged	447	308	509	1,264
Discharges applied for and disapproved	30	3	3	36

*The apparent discrepancy between the number approved and the number committed during the month of August is due to the fact that while there were but 188 approved and 197 committed, the other 9 were approved of the latter part of July, but were not committed until August.

TWENTY-SIXTH STREET DOCK.

It was recommended in the last report that the building occupied by the Department of Corrections upon the dock should be secured for the Bureau of Outdoor Poor of the Department of Charities. This has been done in part. About one-half of the building heretofore used by the Department of Corrections has been turned over to the Department of Charities. It has been fitted up as a waiting-room for women and children. At the time of inspection the painters had full possession, but the arrangements contemplated could be seen.

Although the new room is separated by the roadway from the office of the Superintendent of Outdoor Poor, it will be found of decided advantage in ministering to the needs of applicants. The only criticism to be made is that the relinquishment by the Department of Corrections did not go far enough.

As has been said before, there is no good reason why the criminals should be brought into association with those who, through poverty, sickness, distress, or the infirmities of age, are compelled to seek assistance at the hands of the Department of Charities. The presence of criminals on the same dock with the poor is a reproach to the city's management of its docks. Surely the city has enough river front at its disposal to permit the great Department of Charities to have sole possession of this one dock and its buildings. Now the convicts jostle the unfortunate poor; their presence is repugnant to every sense of propriety. It is a shame that the city continues, even in this way, the association which formerly existed between charities and corrections, and thus groups together the poor and the criminal. The sooner it is understood that there is a fundamental distinction between the two, the better it will be for all concerned.

In the management of the Bureau of Outdoor Poor, the same methods prevail as a year ago, with this exception—the Children's Department has been removed to the Municipal building on the corner of Third avenue and Eleventh street. At that place all the work of looking after the children, with the records and results of investigations, is managed, and it is hoped in due

time that the Children's Court proposed by the committee on the revision of the city charter will be established here. If this be done it will bring all of the work connected with the saving of children under the one roof, and facilitate greatly the preliminary investigations, as well as the commitments and ultimate disposal of the children.

In the main Bureau of Outdoor Poor, on the dock, the work of investigation is carried on as heretofore. The same crowded condition obtains, the same danger from horses hoisting coal or brick at the wharf threatens the unwary, and the general atmosphere remains unchanged. Upon the dock itself, ambulances, drays, carts and wagons, conveying patients or supplies to the boats, jostle with the carriages of the members or friends of the New York Yacht club.

The main building at the end of the wharf is in substantially the same state as last year, and the boats used for the transfers to the islands are about as they were then, except that the "Thomas Brennan" is in good condition, and makes regular trips. At the time of last inspection this steamer was laid up.

It is to be hoped that this dock will be released to the Department of Charities, and be freed from all other occupants. Beside the Department of Corrections, the New York Yacht club has a small building and landing stage on the dock, and on the side of the wharf between the Department of Outdoor Poor and the street, private parties control. The sooner all of these outside interests are banished the better.

THE ALMSHOUSE.

[Blackwell's Island.]

Inspected November 11, 13, 16 *and* 18, 1900.

The almshouse at Blackwell's Island is not only the largest almshouse in the State, but also in the United States. Its condition when inspected a year ago was highly satisfactory, and during the time which has intervened since that inspection the general management has remained the same, and as a conse-

quence the same cleanliness, discipline and apparent content were observed throughout the institution.

A wind storm in July had done considerable damage to a number of the buildings as well as to the trees. This wind, apparently cyclonic in character, had swept in a very narrow path across the Island, lifting the roof from the administration building, hurling it to the ground, killing one of the inmates who was caught under the tin. It twisted the tops from a large number of trees, threw down some of the chimney tops, and wrought considerable damage in other respects. As a consequence of this storm it became necessary to make a number of repairs upon the buildings; a new roof was put upon the administration building, and, as the Catholic chapel is in the second story, it was deemed a proper time to make the repairs and improvements which were suggested last year. A new floor, therefore, was put in; a new stairway was provided; and the walls and interior parts of the chapel were repaired and painted. These improvements have made the chapel much pleasanter, and the new stairway has rendered it somewhat safer. However, in this latter regard it is unfortunate that the steps of the new stairway were not made the full width throughout their entire length. This would have added to their safety, and in the case of the elderly people who use the chapel, whatever adds to safety is directly beneficial.

The steel ceiling in this building is a decided improvement, and on the whole the managers of the almshouse are to be congratulated. Another decided improvement in this almshouse has been in the removal of all stoves from the dormitories. This makes the danger from fire less than heretofore, and also tends to promote the cleanliness of the sleeping rooms. All the bath rooms and water-closets throughout the almshouse have been renovated; some which were decidedly offensive a year ago have been entirely removed, and at the time of inspection the almshouse in these matters was in a commendable condition.

The hospitals for incurables, which form a group of brick pavilions, have been painted throughout, and although crowded with inmates who demand constant attention from the nurses, they

were found in a condition of order and neatness reflecting credit upon the matrons and nurses who have them in charge.

The main dormitory buildings, both for males and females, are substantially as heretofore. An improvement noted was that where last year smoke had blackened the walls near the ventilators, the walls had all been cleaned since, and every trace of this defilement removed. In the women's dormitories each of the women who had charge seemed to have exerted herself to make her ward a model for the others. In consequence, all of these dormitories were exceedingly neat and in a highly commendable condition. The same may be said generally of the dormitories for male inmates, but the women usually make some attempt to adorn their wards, so that in most of them flowering plants added an air of cheerfulness which was lacking in the male buildings.

One great improvement which was made during the year is the erection of a "Destructor" in which all garbage, rubbish and the sweepings of the almshouse and grounds are burned. This is a decided improvement in two ways; it prevents the pollution of the waters of the river, and stops, also, the accumulation of material which would, if neglected, breed disease. The "Destructor" is large enough to burn all the garbage of the Island, and in time it will be so employed; at present, however, it disposes of the wastes and rubbish of the almshouse only.

BAKERY.

Some time in the spring the old bake house (which was then managed by the workhouse authorities) was destroyed by fire. In consequence of this the Commissioner of Charities seized the opportunity to erect a new bakehouse to be used solely for the Department of Charities. This building is a structure of two stories and basement, the oven being located in the latter. The first floor is used for the storage of flour and for shipping purposes, and the upper floor for the storage of loaves of bread. The bakery supplies the various public charities with a most excellent quality of bread, and the work which it does is first-class in every respect. It is large enough to accomplish the

necessary work with ease, and its arrangements are such that the force of men employed work comfortably and expeditiously.

PRISONS.

The dock at which landings are made and on which supplies are delivered has been raised about four feet; a new floor has been laid and piles have been driven where required. This improvement was greatly needed, and it now only remains to have a complete separation between the Corrections Department and the Charities, by banishing the prisons from the Island, to make the Island what it ought to be.

As was remarked in last report, the almshouse is sandwiched between the workhouse and the penitentiary, and all supplies intended for the workhouse are delivered at what may be called the "door of the almshouse." The convicts in their striped clothing are always upon the dock at the time of arrival of steamers, and thus the poor and the criminal classes are thrown together. The Island is none too large for reservation as the ground of the Public Charities of the city. The workhouse and the penitentiary ought to be removed to some one or more of the other islands where there is ample available room, and where also they will be further removed from the city, and the influence which they exert upon untrained minds be thus minimized. It cannot be questioned that constant association with criminal classes has a tendency to demoralize men and women, especially the less intelligent. By the removal of the prisoners, ample space will be left upon Blackwell's Island for a complete system of Public Charities.

SPACE FOR NEW HOSPITALS.

The city needs a hospital for consumptives. At the present time patients suffering from this disease in its various stages are necessarily kept in the wards with patients suffering from other diseases. In the Metropolitan Hospital the many small rooms enable the officers to segregate tuberculosis, but in the City Hospital and in Bellevue and all its tributaries, tuberculosis patients are scattered throughout the general wards. The city

therefore requires space for a properly appointed *hospital for consumptives*, and with the prisoners removed from Blackwell's Island, there would be space for such an institution on the island.

The city requires also a hospital for convalescents. At the present time the various hospitals are so crowded with patients, there are so many applications for admission daily, that it is necessary to discharge patients as soon as they can possibly leave the institutions. In many instances this causes a relapse or return of disease, and it may be said in all cases where patients are discharged before complete recovery that the discharge is attended with grave danger. A *hospital for convalescents*, wherein patients on the road to recovery, needing only a return of strength and occasional attention for a few days or weeks, is greatly to be desired, and it may well be located upon this island, where the patients will be assured of ample sunshine, fresh air, and large open grounds.

One other need in the same direction is a *hospital for crippled children*. The State has made provision for a State Hospital for children of this character, but as one of the public charities of the city, there may well be an institution intended for the surgical treatment of classes of crippled children who will probably be denied admission to the State Hospital, and who now find no proper place in any of the city's hospitals.

These three institutions, or hospitals, ought to be located upon the ground now given up to the prisons, and no doubt, if the Department of Corrections can be induced to turn over their buildings to the city, and the city provide other buildings for that department upon the outlying islands, these buildings, now occupied by prisoners, can be remodeled and be in every way suitable for the proposed charitable work.

The officials of the almshouse are, in the main, as reported a year ago, and evince an intelligent interest in the welfare of the inmates. They afforded every opportunity for an examination of the various parts of the almshouse, and deserve a measure of commendation for the way in which they perform their work.

Census.

	Males.	Females.	Total.
Number of inmates	1,104	1,099	2,103
Number of children	0	0	0
Number of blind	50	70	120
Number of deaf-mutes	4	0	4
Number of feeble-minded	10	4	14
Number of idiots	0	0	0
Number of epileptics	15	16	31
Persons over 70 years old	361	384	745

THE CITY HOSPITAL.

[Blackwell's Island.]

Inspected, November 13 *and* 14, 1900.

The Superintendent of the hospital, Mr. Joseph Schilling, was able to participate in the inspection, and visited, with the Inspector, every room and ward, not only in the main hospital but also in the outlying pavilions. The several wards were found clean and in good condition. This was especially noticeable in the wards in charge of the female nurses.

The same perceptible difference in efficiency of the male and female nurses spoken of in the report of inspection last year still continues. This is due no doubt to the rather low standard of attainments required for admission into the training school. Many of the male pupil nurses are young men of character, and some are of exceptional scholastic attainments, but the majority seemed to represent too low an intellectual standard to give promise of any great degree of efficiency in the future. A careful study of the nurses in the hospital and their methods in dealing with patients did not indicate any more serious fault than carelessness. There was no evidence of harshness nor any appearance of indifference. The carelessness seemed to be more in regard to the ward conditions than inattention to the patients, and in this matter there was manifested a better spirit than ap-

parently prevailed in Bellevue Hospital, at the time of visitation, where the number of allegations of harshness and inattention on the part of the male nurses had been made.

In this hospital each ward is visited daily by the superintendent, and the nurses are kept under closer observation than in Bellevue, yet the impression produced in all of the hospitals under control of the Department of Charities is that the female nurses are more efficient, more kindly in their disposition, more sympathetic to the sick, and better qualified for attendants than the men. As has been said in another place, there are wards in which it is impossible for women to serve. With the exception of these special wards, there is no part of the hospital wherein women cannot do the nursing more satisfactorily than men. It was, however, a matter of satisfaction that patients in the ward testified to the kindness of the nurses, and this was in happy contrast to the appeal of patients in Bellevue to secure their release on the ground that they were improperly treated.

This hospital has been renovated in many ways, and presents a much better appearance than heretofore. The broken plumbing referred to at the last inspection has been replaced, the walls have been brightened, and throughout the building the general condition was commendable.

THE MATERNITY PAVILION.

The small pavilion devoted to maternity cases has received no special attention during the year, and still remains in great need of improvement. It is constantly filled with women, and they cannot be made as comfortable as they ought to be, owing to the limited accommodations at the disposal of the hospital. The heating is still primitive. There is no hot water supply provided. A new pavilion in keeping with the needs of the hospital will be of great benefit.

THE ERYSIPELAS PAVILION.

The erysipelas pavilion is out of date and should be replaced by a better structure at a greater distance from the other parts of the hospital. Here, too, there is no hot water supply, the

nurses being compelled to heat water on a stove whenever it is required.

The same is true of the epileptic and other outbuildings. In fact, all of these buildings are unsuitable in every way, and in due time should be removed to give place for structures of a better character. Fortunately the steam heat has been extended now to some of these outer buildings, and the complaint of cold is not so likely to be made as heretofore.

The laundry is well equipped, although the supply of water and of steam power is too small for the work which has to be done.

The female help are domiciled upon the third floor of this building, and are roomed four in each room. It must be said of them, if that be any satisfaction, that their quarters are better than those provided for the female help in Bellevue. They could be made much more comfortable, and have more attention given to matters which would make their lot happier.

Census.	Males.	Females.	Total.
Number of inmates	411	352	763
Number of births	...	...	160
Number of deaths	...	...	892
Number of patients during the year	...	...	10,281
Number of epileptics	39	27	66

METROPOLITAN HOSPITAL.

[Blackwell's Island.]

Inspected November 13 *and* 15, 1900.

During the year since the last inspection the Metropolitan Hospital has been transformed so far as the main building is concerned. From basement to roof it has been thoroughly repaired, painted and equipped, and no doubt it is to-day the best appointed of all the public hospitals.

As the main building was originally intended for the custody

and treatment of the insane, it has been necessary to make a number of modifications in order to adapt it to general hospital use, but as these modifications have been made with an intelligent apprehension of the needs of the institution, it can be said that the Metropolitan Hospital is now well arranged and capable of securing to a large number of patients the comfort which the sick require.

One great improvement is a commodious elevator which enables the wards to be quickly and comfortably reached. This elevator is located in the centre of the building, and is large enough for use in general ward service, obviating the necessity, which existed heretofore, of carrying patients up and down the stairway. The introduction of steel ceiling into the hospital has improved the appearance of the building, and has also tended to make it much more safe than it was before. All the walls have been tinted with a pleasing color, and the general effect is cheerful.

The hospital was scrupulously neat from basement to attic, and every bed was found clean. The nurses are intelligent, kindly and attentive to the patients. Many of the latter spoke appreciatively of the kindness shown by the nurses in their treatment of the sick. The rooms and wards showed in every way that they were under constant supervision by the superintendent and supervising nurses.

Available room is almost always to be found in this hospital, especially for maternity cases, and it was a surprise that this service is not more fully appreciated. It seems strange that where the city has at its command admirable maternity wards, which are much of the time comparatively empty, it should be asked to pay for maternity service in hospitals under private control. That emergency service should be rendered by such hospitals is to be expected, but that they should expect the city to pay for cases which have been in their waiting wards for days, and sometimes weeks, is absurd. In fact, as much of this service in hospitals under private control is desirable for the benefit of the students of the medical colleges, it seems as though all cases of this character treated by these institutions should be handled

without expectation of remuneration by the city. Certainly so long as the maternity wards in the public hospitals remain empty, it is unreasonable to expect the city to pay for maternity service in private institutions.

The work department of the hospital has not been brought to the condition of efficiency which obtains in the other departments of the hospital service. This is due to the fact that the improvements and renovations have not been completed. These, however, have been pushed as rapidly as possible, and when all are finished, no doubt the various departments of the hospital will correspond.

The kitchen was found in perfect order, its various equipments clean and bright. The cooling room adjoins the kitchen, and was also in perfect order, filled with supplies.

At the inspection of this hospital, on the 13th of November, Commissioner Keller of the Department of Public Charities was present, and in his company an examination was made of the new ceiling, floors, baths, lavatories, water-closets and kitchen, together with the other improvements, and he at the time expressed great satisfaction with the work which has been accomplished.

LIGHT.

This hospital and all the other institutions on Blackwell's Island should be lighted by electricity, and a central plant ought to be provided to furnish it. As was said a year ago, the gas furnished to the island is of poor quality and far more expensive than electricity will be after the installation of the plant. A central plant will not prove so very expensive, but even if electricity cost as much as gas does under present arrangements, it will be beneficial to the institution to have a better quality of light.

NURSES' HOME.

The Nurses' Home was found upon inspection to be in perfect order. In its appearance and appointments it is indeed a home, and the nurses seem to enjoy it very much. The appointments

of the room are all comfortable, and throughout there are indications of special attention to the needs of the members of the school and nursing staff.

RANDALL'S ISLAND INSTITUTIONS.

Mrs. DUNPHY, *Superintendent*

Inspected October 28 and 29, 1900.

Since the last report upon the institutions located on Randall's Island, a number of changes have been made in the buildings. A fire destroyed one of them which had been used for industrial training, and although it was not rebuilt it is expected that an appropriation will be made so as to provide a building in every way more suitable.

The pavilion known as "F," for feeble-minded children, has been added to, the addition greatly enlarging its capacity, and the improved equipment assuring more comfort for those who may be domiciled therein hereafter. The pavilion for the idiotic has likewise been improved by a number of needed repairs and a rearrangement of the service so as to secure greater attention to the unfortunate class for whom this building is intended.

INFANTS' HOSPITAL.

The Infants' Hospital was found in good condition throughout. Two hundred and ninety-nine babies had died during the year. A serious epidemic of measles prevailed during the winter and spring. The children attacked with contagious disease were taken to North Brother Island, and the majority of them died in consequence of the exposure incident to the transfer. The mortality of the Infants' Hospital was found to have increased somewhat over that of the preceding year, but this was due, in large measure, to this unfortunate system of transfer of contagious cases. Another reason which accounts for some of the deaths in the Infants' Hospital is the practice of sending moribund children to the institution. Many of this class die within

a few hours of arrival, while others linger hopelessly until death relieves their sufferings. In these cases the hospital service is in no way responsible for the mortality, as the condition of the patients on arrival indicated that no human skill could save them; and yet, this class of moribund infants swells the total number of deaths in the hospital, and increases the mortality until the percentage reaches an appalling figure. A close analysis of the causes of death in the Infants' Hospital shows that while the number of deaths is very large, every effort is made to save the children, and the deaths are due to causes which defy the skill of the physicians and nurses, and would probably result in death even under far more favorable conditions.

HOSPITAL AIR.

It is true beyond a doubt that children left for any great length of time in public hospitals are weakened in constitution and therefore are less able to stand the attack of disease. They lack vital strength, and, having [illegible] the poison of hospital wards, succumb quickly to acute attacks which would be thrown off by children under normal conditions. It is impossible to prevent the absorption of this hospital poison. The air is laden with it. The surroundings have a tendency to increase it, and although efforts at thorough ventilation may be made, the association of many very young and feeble children is bound to result in the development of this vitiating influence. It is unfortunate that this is so, but modern science, with all its achievements, has not solved the problem of hospital construction and ventilation.

HOMES.

The true refuge of the infant is the mother's arms. There can be no substitute for the cherishing and tenderness of a loving mother. The hospital does not give, nor can it provide this "mothering" which is as essential to the young life as food. The placing-out system is intended to introduce the children into surroundings where something of this maternal tenderness will be given, and in so far as a true home life is found for the child

in these foster-homes, there can be no doubt the removal to them is a step far in advance of any form of institutional life. But the hospital is an absolute necessity. It is the place of reception wherein the children must receive first aid, and therefore in all its departments the hospital should be equipped to make its service as perfect as possible.

IMPROVEMENTS.

Much has been done for the Infants' Hospital in the past few years, and its work has greatly improved. There is no reason why this improvement should not continue, nor why any equipment necessary for the special work the hospital is intended to perform should not be provided. The sanitary conditions have been improved by the complete renovation of floors, ceilings and plumbing, and the hospital has been painted throughout. A new plant for heating purposes is to be installed soon. Some improvements have been made in the cooking department, and the grading and walks have received attention.

FEEBLE-MINDED.

The large number of this class who are sent to Randall's Island makes it imperative that special attention be given to their needs. A strong effort is made by the superintendent looking toward their instruction. There is a school in which they receive lessons, according to their capacities, in the common English branches, and also in some simple forms of handicraft. It would seem as though some more complete system of classification would have a tendency to greatly benefit these unfortunates. The method of commitment is altogether too informal, and, owing to conditions over which the superintendent has no control, it is not possible to properly grade those who are sent to the institution. These children range in intelligence from a little less than normal down to a little above idiocy, but under present conditions they are thrown together. There are classes, of course, in which the different standing of some indicates greater development, but, on the whole, the children being together most of the time the

tendency is to prevent the fullest development of which they are capable.

During the past year there was held a summer school for the feeble-minded, epileptic and crippled children upon the Island, and for a period of six weeks classes under competent instructors were at work with very gratifying success. This indicates what might be accomplished were conditions such as to permit of a complete classification of the children.

EPILEPTICS.

There are a large number of epileptic children on the Island also, and it is a pity that these cannot be transferred to Craig Colony. If there is any curative effect in the colony treatment these children are entitled to receive it. They represent the youthful and hopeful class, and are physically better qualified for the colony treatment than those of greater age whose minds and bodies have been weakened by the disease.

The inspections of the public charities of the First Judicial District were made by Dr. Robert W. Hill, inspector of almshouses, and the foregoing report of such inspections prepared by him under instructions from me. I have read and accepted the report.

WILLIAM R. STEWART,
Commissioner, First Judicial District.

NEW YORK, *March* 10, 1901.

REPORT OF VISITATIONS

OF

Almshouses in the Second Judicial District.

REPORT.

To the State Board of Charities:

I have the honor to report that all the almshouses and public hospitals within the Second Judicial District have been regularly inspected during the year by the inspectors appointed to that duty. Beside the thorough examinations made by them, the almshouses and hospitals were visited by the Superintendent of State and Alien Poor also.

In a district as large as this, and one in which the various institutions are so different in type and size, it is difficult to make a statement, in a few words, which will do justice to the general condition and needs of all. One thing may be safely affirmed of almost every county of the district—a commendable degree of progress has been made during the year. In such places as have not greatly felt the influence of the progressive spirit, it is hoped that an aroused public sentiment will compel officials to take steps to change the conditions for the better.

One great improvement of the year is the better facilities provided for the care of the sick, especially in Kings and Westchester counties. For many years the Kings County Hospital, which is an annex of the Flatbush Almshouse, has been greatly overcrowded, and its arrangement such as to deserve criticism. During the year radical changes have been made in the main building and other parts of the hospital equipment. In the main building two wings were added, and two towers were built, one on the north and the other on the south corner. These have enabled the authorities to rearrange the wards of the hospital. Sunlight and air have been admitted into places heretofore darkened, and the sanitary arrangements are now such as show a laudable effort to make the hospital contribute to the recovery

of patients. The tuberculosis pavilion also has been added to, and by the introduction of an elevator its floors are now easily accessible.

In other counties something has been done in the same direction, and throughout the district the matter of the care of the sick is a subject of study. So, too, the general sanitation of these institutions has received consideration from the boards of supervisors. The plumbing, drains, water-closets, and the general water supply have been overhauled, and an effort made to improve the conditions that existed at the beginning of the year.

FIRE PROTECTION.

The safety of the inmates of these institutions must be assured. They are not able to care for themselves, and in times of danger others must think for them. Arrangements must be ready whereby even the most helpless can escape from a building endangered by fire. The ordinary fire-escape is not satisfactory, and there should be erected some other form of escape than one which requires strength and skill. The terrible consequences of lack of suitable fire-escapes have emphasized the necessity for special attention to this matter, and it is hoped that each of the county buildings will, in time, be equipped with a safe and easy fire-escape.

DEFECTIVES.

In this district there are a large number of the defective class maintained in our public institutions. The reason for this is the insufficiency of accommodations at the special institutions provided by the State for the custody of the defective classes. It is unfortunate that defective children are deprived of the advantages of such institutions and of the amplest opportunity for the development of their powers. It is impossible in our county institutions to give special attention to the mental development of this class of patients. The most to be expected is that their physical condition shall receive attention. Although in some counties an effort is made in the way of instruction, the surroundings are not conducive to progress, and every year of de-

tention from the better equipped State institutions is detrimental to the final usefulness of the individual. There should be such an enlargement of the accommodations at the State institutions as will afford room for every person of the defective type, leaving our hospitals and almshouses entirely free from any responsibility for this class of patients.

The notes on the several counties, showing their condition and needs at the time of the last inspection, follow:

DUTCHESS COUNTY ALMSHOUSE, MILBROOK, N. Y.

Inspected September 28, 1900.

The almshouse of Dutchess county is not one which deserves commendation. Its buildings are old, and for institutional purposes have long since outlived their usefulness. They are located on low ground and near a swamp. While clean within, the general condition is not conducive to health and comfort. One year ago it was recommended that this county consider the question of a new almshouse to be built on higher ground, but up to the present time nothing has been done in that direction, and the buildings and grounds remain substantially as they were when last reported. Some repairs have been made; a number of chemical fire-extinguishers have been purchased and placed in various parts of the building; the old boiler-house at the rear of the kitchen has been repaired and adapted for laundering purposes; an addition has been made to the kitchen equipment; and there has been an attempt to repair the foundation wall at the corner of the women's dining-room.

One difficulty at this almshouse which makes itself felt in all departments is the lack of sufficient help. There are but two employes to manage the house and the farm, and as the burden is too great for two persons to bear fully, there is more or less overlooking of matters which should receive attention.

NEEDS.

The great need, as was indicated in the first paragraph, is an entirely new group of almshouse buildings located on higher ground, where drainage will be better; where the air will be free from the influence of the swamp; and where opportunity will be had to arrange the group so as to minimize the work of administration. For the present group of buildings additional help is needed to lighten the work of the two persons now in charge.

A physician should be secured who will give the inmates proper attention and make regular visits. The health of the inmates is of primary importance, and the physician selected to attend inmates should be paid a sufficient salary to ensure prompt and sufficient attention. In this connection there ought to be a hospital building. It is not safe to have the sick domiciled in the ordinary dormitories.

There is need of adequate bathing facilities, indoor flush water-closets for both sexes, and adequate protection from fire through the installation of standpipes and connected hose and hydrants.

A trained and well paid cook should be provided.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	68	16	84
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	2	0	2
Number of deaf-mutes	1	1	2
Number of feeble-minded	7	2	9
Number of idiots	1	0	1
Number of epileptics	0	2	2
Persons over seventy years old	20	11	31

DUTCHESS COUNTY.—POUGHKEEPSIE CITY ALMSHOUSE, POUGHKEEPSIE, N. Y.

Inspected September 27, 1900.

This institution is one of the best managed in the district. Important improvements have been made, and the general equipment now is such as to assure the poor all necessary comforts. A well built cooler has been put in so as to provide cold storage; much of the flooring has been altered by putting down hard wood; new beds and mattresses have taken the place of those which were worn out; and standpipes for the protection of the institution have been placed where they will do the most good. Beside these things, the sick have been made more comfortable, and additional room has been set apart for the sick women. This room is on the main floor, next to the office, where they will be assured of immediate and constant attention. Other improvements are being considered, of which probably the proposed barn and electric lights are the most important.

The grounds were in good order at the time of inspection, and all departments of the almshouse were found to be in their usual excellent condition.

The food furnished was in great variety, and as the kitchen is perfectly appointed and in charge of a trained cook, the inmates were satisfied with their diet.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	28	35	63
Children under two years	0	1	1
Children between two and sixteen years.	0	0	0
Number of blind	0	2	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	2	4
Number of idiots	0	0	0
Number of epileptics	1	0	1
Persons over seventy years old	10	13	23

KINGS COUNTY ALMSHOUSE.—FLATBUSH, BROOKLYN, N. Y.

Inspected December 15 to 20, 1900.

The institution for the care and maintenance of the dependent poor of Kings county is divided into two parts: the almshouse proper, and the Kings County Hospital. The pavilion for the idiotic and feeble-minded is an annex to the hospital.

THE ALMSHOUSE.

The almshouse, as at the time of the report a year ago, was found in an overcrowded condition. A number of changes for the better have been made in the arrangement and equipment of the dormitories, and, as far as possible under present circumstances, provision is made for the comfort of the inmates. The room formerly used as the day room, wherein the males could remain during inclement weather, has been converted into a dormitory, and a smaller room on the other side of the main hall is now used for the day room. It is proposed, however, to erect a one-story pavilion for this purpose, wherein the men may have greater space, and wherein there will be such other provision for their comfort as is required.

Throughout the men's dormitories considerable work has been done in the matter of repairs, and the water-closets upon the several floors have been changed. The floors of these closets are now sanitary, and this improvement has bettered the general condition of the building. In the dormitories devoted to females many changes have been made also, tending to promote the comfort and welfare of the women. The ceilings of the dining-rooms of the institution have been covered with pressed steel, which makes the rooms appear more pleasant and renders it easier to keep them clean than was possible before the change.

A number of appropriations have been made by the Board of Estimate. These will be used to add to the group of buildings and make such repairs as are necessary, and doubtless before the time for the next report there will be one or two additional pavilions for the use of the almshouse.

A "destructor" has been built during the year, in which the garbage of the almshouse and hospital is consumed. As there is a considerable amount of waste material in the institution, the erection of this "destructor" is a decided benefit, and solves the problem of the disposal of the same.

HOSPITAL.

As was said in the introduction to this report, great changes for the better have been made in the hospital itself, and the appearance of the wards is now much more cheerful. The additional sunlight aids in the work of recovery, and the removal of the closets to the towers has purified the atmosphere and removed a cause of serious offence. Many of the wards, however, are still crowded. This is especially true of the alcoholic and insane wards. Fortunately an appropriation has been secured for the erection of a building intended as a detention ward. In this building, if the plans are carried out, proper arrangements will be made for the separation of the patients, and present conditions will become a thing of the past.

Considering the difficulties of the situation in consequence of crowding, and the need of proper conveniences for the care of insane and alcoholic patients, the hospital has done well. The addition to the tuberculosis pavilion will greatly improve conditions there. The elevator will permit of patients being lifted from one ward to another when desirable, and will afford a ready means of communication with all the wards which will not tax the strength of nurses and physicians. The new addition has a diet kitchen on each floor, and the top is fitted as a solarium wherein the patients may enjoy sunlight and fresh air.

HOSPITAL FOR FEEBLE-MINDED.

In the hospital for the feeble-minded, improvements are also discernible. A new building has been erected for school purposes and the accommodation of the boys, which doubles the former dormitory space. Much remains to be done for these helpless boys and girls, but the best thing would be their re-

moval to the State institutions provided for the defective class. Though the hospital gives such attention as physical needs require, and although there is a primary school maintained for their benefit, the special facilities for their treatment are lacking and can be secured only in institutions equipped for this class of patients.

During the year there were several occasions when the infants' hospital had to be quarantined; but in spite of the necessity for such quarantine, the work of the hospital has been of a satisfactory character.

CENSUS.

On the 31st of December, 1900, there were in the hospital 705 patients, of whom 458 were males and 247 females.

During the quarter ending that date, a total of 2,517 patients had been treated, 1,741 of whom were males and 776 females. Of this number 195 died, of whom 132 were males and 63 females.

During the same period 135 persons had been committed as insane to the Long Island State Hospital; 62 of these were males and 73 females.

ALMSHOUSE CENSUS.

	Males.	Females.	Total.
Number of inmates	686	626	1,312
Children under two years	51	94	145
Children between two and sixteen years	0	0	0
Number of blind	7	5	12
Number of deaf-mutes	0	1	1
Number of feeble-minded	50	46	96
Number of idiots	9	10	19
Number of epileptics	4	0	4
Persons over seventy years old	282	247	529

NASSAU COUNTY.—HEMPSTEAD TOWN ALMSHOUSE, HEMPSTEAD, N. Y.

Inspected November 16, 1900.

During the year a number of improvements have been made in this institution, and it is now in good repair. These improvements have bettered the sanitary condition by an increase of the water supply. A new well was dug, and a steel tank with a capacity of 1,000 gallons is now in the attic to receive the water lifted from the well by a hot-air engine newly purchased. Toilet rooms for each sex have also been arranged; these contain flush water closets, a shower bath and a lavatory equipment. The laundry has also been improved, and the kitchen equipment added to.

Under these new conditions the almshouse shows to better advantage, and the inmates are contented. At the time of inspection all of the departments were found in good order and clean. The sick are cared for in their own rooms, as there is no separate building for hospital purposes; but the total number of inmates in the institution is small, and the sick have ample room at present.

NEEDS.

The greatest need now is in the matter of the safety of the inmates in the event of fire. This is a wooden building, and oil is the illuminant, with stoves scattered throughout the building as heaters. The risk of fire, therefore, is very great, and fire-escapes should be placed upon the building as soon as possible.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	18	9	27
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	1	0	1
Number of deaf-mutes	0	0	0

	Males.	Females.	Totals.
Number of feeble-minded	1	1	2
Number of idiots	1	1	2
Number of epileptics	0	0	0
Persons over seventy years old	10	4	14

NASSAU COUNTY.—NORTH HEMPSTEAD AND OYSTER BAY TOWN ALMSHOUSE, EAST NORWICH, N. Y.

Inspected September 10, 1900.

The condition of this almshouse has been greatly improved during the year. At the time of last report the supply of water was entirely inadequate and the system of drainage unsanitary. During the year the trustees, who have the institution in charge spent considerable money in improvements. The water supply has been increased by the sinking of a well which doubles the available quantity of water which the institution can draw upon. The old closet system has been removed, and baths, with rooms arranged for flush water-closets, have been put in. Beside these improvements alterations were made in the dining-rooms and kitchen.

The house is not equipped with fire-escapes, and the provisions for the care of the sick do not contemplate their separation from the other inmates.

It might be advisable for the county of Nassau to arrange for the consolidation of the almshouses located within the county, and establish one institution large enough to provide for all the inmates now cared for in the three. It would seem to promise economy, for three almshouses require three staffs to administer them, and the equipment necessary to feed the inmates in one is large enough to feed the inmates of the three if they are combined. There may be some difficulty in the way of an endowment, like that which has been left for the support of this town almshouse, but that could be arranged through an act of the Legislature, if, upon examination, it were found that removal to some other place would jeopardize the endowment. Any plan

by which the three almshouses may be combined will secure better accommodations for the inmates and greater economy in the management, and be more likely to maintain the institution in accordance with modern ideas.

At the time of inspection this almshouse was in order and clean, and the inmates evidently contented.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	15	10	25
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	2	0	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	2	4
Number of idiots	1	0	1
Number of epileptics	0	0	0
Persons over seventy years old	8	6	14

NASSAU COUNTY ALMSHOUSE.—BARNUM'S ISLAND, N. Y.

Inspected November 17, 1900.

The Nassau County Almshouse is a group of detached buildings, of which the only one completely appointed is the superintendent's house. None of the other buildings are in good condition, as at the time of the partition of Queens county, out of which Nassau county was formed, the almshouse on Barnum's Island was practically dismantled. Since the new county officials have taken hold, they have to some extent renovated the institution. Much remains to be done, but it is in better condition than at the time of last report. It is largely lacking in equipment, however, as the material which was sold at the time of the transfer has not been replaced. There are enough buildings to provide for a large population, but at the present time there are not very many inmates to be cared for.

The buildings are two stories in height and have inside stairways. If they are to be continued for almshouse purposes they should have fire-escapes or outside stairways to facilitate egress in the event of fire.

What has been said elsewhere about consolidation of the town almshouses in the county need not be repeated here. It is sufficient to say, in general, that one almshouse is ample for a county of the size of Nassau, and that the towns will find their expenses greatly decreased by merging the town almshouses and the county institution. This was suggested in the report a year ago, and time only emphasizes its desirability.

NEEDS.

The needs at this place are:

1. Increased water storage, and a steam pump to lift the water from the well.
2. Chemical fire-extinguishers for each building.
3. Better bathing facilities.
4. More paid help.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	58	3	61
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	0	0	0
Number of deaf-mutes	0	0	0
Number of feeble-minded	5	2	7
Number of idiots	0	0	0
Number of epileptics	1	0	1
Persons over seventy years old	2	0	2

ORANGE COUNTY ALMSHOUSE.—ORANGE FARM, N. Y.

Inspected October 13, 1900.

A great improvement has been made in the almshouse of Orange county within two years. The resident superintendent has endeavored to keep the institution in first class condition, and at the time of inspection the grounds and stock yards, as well as the halls and dormitories, were found clean and in order. The year has not witnessed any extensive repairs, but the minor matters have been carefully looked after. Paint has been applied, and the breaks in the walls have been mended as they occurred. It is expected that other improvements will be made in the equipment of the institution. These will include better fire protection, for standpipes and hose are to be installed.

The superintendent made recommendations for a properly equipped laundry for the institution, and doubtless the recommendation will receive attention.

The other needs consist of:

1. Fire-escapes for the asylum building, which is a building rising to four stories in the rear part.

2. Adequate facilities for cooking for the almshouse.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	71	42	113
Children under two years	0	1	1
Children between two and sixteen years	0	0	0
Number of blind	2	1	3
Number of deaf-mutes	0	0	0
Number of feeble-minded	6	13	19
Number of idiots	1	0	1
Number of epileptics	0	2	2
Persons over seventy years old	22	13	35

ORANGE COUNTY.—NEWBURGH CITY ALMSHOUSE, NEWBURGH, N. Y.

Inspected October 18, 1900.

Some improvements have recently been made to this almshouse, and the buildings are now in excellent condition. The tramp house has been renovated, and is now used as a sitting room for old men. New iron beds have been purchased; in the Children's Home a new boiler for the heating plant has been put in, and a fire-escape has been provided. In addition to these things it is expected that a new range with its adjuncts will be installed in the kitchen. The bathing facilities remain inadequate, and in the laundry the work must still be done by the feeble old inmates. This does not ensure thorough cleansing of the clothing, nor is it safe to permit those of enfeebled vitality to undertake a work of such importance. A small steam equipment can be installed at a moderate cost, and will do the work much better, more quickly, as well as with far greater comfort to the entire institution.

As this almshouse is well equipped in most parts for caring for its inmates in a satisfactory manner, it is anticipated that the commissioners who have it in charge will shortly provide the additional equipment suggested.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	58	38	96
Children under two years	0	1	1
Children between two and sixteen years	1	0	1
Number of blind	2	2	4
Number of deaf-mutes	1	1	2
Number of feeble-minded	3	1	4
Number of idiots	1	0	1
Number of epileptics	2	0	2
Persons over seventy years old	18	15	33

PUTNAM COUNTY ALMSHOUSE.—CARMEL, N. Y.

Inspected October 1, 1900.

At the time of inspection this almshouse was found fairly clean. The dormitories were not as free from litter as is desirable, but on the whole the almshouse was in fair condition.

During the year new floors have been put down in two corridors of the men's department, as well as in the inmates' kitchen; and a masonry dam has been built to hold back sufficient water to form an ice pond. It is intended that fire-escapes and fire-extinguishers shall be provided for the institution, and that the plumbing shall be modified in order to make it sanitary.

The almshouse needs a more abundant supply of water as a precaution against fire, as well as for domestic uses. There is now no storage of water. The sole dependence of the institution is upon a well, the water from which is pumped by hand to the house. Something more constant and of greater power should be provided.

There is need of better laundering facilities, as the present appliances are altogether inadequate. The same can be said of the arrangements for bathing; there is no way of bathing except in the ordinary wash tub.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	26	7	33
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	1	0	1
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	1	3
Number of idiots	1	0	1
Number of epileptics	0	0	0
Persons over seventy years old	7	5	12

BOROUGH OF RICHMOND ALMSHOUSE, PORT RICHMOND, N. Y.

Inspected November 19, 1900.

A number of important improvements have been made in this institution during the year. A new floor has been laid in the men's dining-room, and the woodwork of the men's building has been painted. All the rookeries and brush heaps that littered a part of the ground a year ago have been removed. Some of the walls have been whitewashed, a detention cottage for the insane is nearly completed, and in a general way every building has felt the touch of the repairer.

Some things still remain to be done, and will be provided for shortly. Fire-escapes for the buildings are planned, and an appropriation has been made to provide them. There are to be better bathing facilities, and two new flush water-closets. No steam laundry has yet been provided, but as there is a building ready, the steam equipment should be put in as soon as possible.

NEEDS.

The needs of the almshouse are:

1. A hospital building in which can be cared for, not only the inmates of the almshouse, but such emergency cases in the borough as require attention.

2. A steam-power laundry.

3. Protection against fire, and facilities for fighting it.

At the time of inspection everything was found clean and in admirable order.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	65	46	111
Children under two years	2	0	2
Children between two and sixteen years.	0	0	0
Number of blind	2	1	3
Number of deaf-mutes	0	0	0
Number of feeble-minded	7	6	13
Number of idiots	1	2	3
Number of epileptics	3	4	7
Persons over seventy years old	22	17	39

ROCKLAND COUNTY ALMSHOUSE, VIOLA, N. Y.

Inspected October 20, 1900.

Except for some painting of the upper portion of the building no improvements have been made in this almshouse during the year. It was recommended a year ago that a change be made in the method of caring for the sick. The need of a hospital is sorely felt, and it is hoped that one will be provided soon. There are no fire-escapes, and the character of the buildings suggests that some precautions should be taken to assure the safety of the inmates in case of fire.

At the time of inspection the interior of the house showed the necessity for repairs, and also for an overhauling with a mop and broom.

NEEDS.

1. The great need of the institution, beside water supply and protection from fire, is a hospital building for the accommodation of the sick.
2. An outside fire-escape upon each building.
3. Better facilities for bathing and for doing the laundry work.
4. Indoor flush water-closets.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	70	27	97
Children under two years	0	0	0
Children between two and sixteen years.	0	0	0
Number of blind	1	1	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	5	4	9
Number of idiots	0	0	0
Number of epileptics	1	0	1
Persons over seventy years old	25	10	35

SUFFOLK COUNTY ALMSHOUSE, YAPHANK, N. Y.

Inspected October 19, 1900.

The group of buildings which forms the Suffolk County Almshouse was in very good condition at the time of inspection. Some improvements have been made during the year, the most important of which is a change in the drains so as to give greater fall and assure the disposal of all wastes.

A steam-power laundry is now contemplated, and it is hoped that it will shortly be installed. At the same time when this is put in, it will be well to have a shower bath also, so that the abundance of hot and cold water necessary in the laundry may be utilized for the bathroom.

This almshouse has a separate building for the care of the sick. In this building there are fourteen beds for the accommodation of men, and twelve beds for women.

The grounds about the institution were in good order, and the buildings themselves were free from odor.

The inmates appeared well cared for and contented. A large number of the feeble-minded, of both sexes, were in this almshouse at the time of inspection, the census showing seven feeble-minded men and twenty-one females. It is not safe to have so many of this class, and their removal to the State institutions, if it could be accomplished, would be beneficial.

NEEDS.

The needs are:

1. A steam-power laundry.
2. Indoor flush water-closets.
3. A better arrangement for the needs of the sick or hospital patients.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	58	60	118
Children under two years	1	1	2
Children between two and sixteen years	0	0	0

	Males.	Females.	Total.
Number of blind	6	1	7
Number of deaf-mutes	1	1	2
Number of feeble-minded	7	21	28
Number of idiots	0	2	2
Number of epileptics	1	1	2
Persons over seventy years old	22	27	49

WESTCHESTER COUNTY ALMSHOUSE, EAST VIEW, N. Y.

Inspected October 2, 1900.

At the time of inspection the almshouse of Westchester county presented a very creditable appearance, and everything was found in excellent order. The grading which was necessary in consequence of the new buildings and the removal of the old, is about finished, and next spring will find the grounds carpeted with grass.

An additional reservoir, which has added largely to the water supply, was built during the year. The new hospital has proven a great benefit. It has enabled the keeper to redistribute the inmates, and has resulted in the separation of those who are sick from the others. Greater liberty is now possible, and with the additional room the inmates are much more contented.

The food is ample in quantity and well served. This is one of the few almshouses which make use of rice and other cereals. The use of oat meal, and rice, and wheat, and hominy, and such foods has a tendency to diminish the cost of maintenance, and certainly it promotes the health of the inmates by giving them such food as is easily digested and yet strengthening. It brightens their faculties and promotes contentment.

NEEDS.

The needs are:

1. An elevator for the hospital, so that patients may be lifted without injury or pain to them.

2. Shower baths for both sexes. The introduction of these baths will not be attended with great cost, as the present bath rooms afford ample space.

3. Electric lights. No other light is as safe for an institution.

4. A better kitchen, and a cook to look after the food.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	166	77	243
Children under two years	4	7	11
Children between two and sixteen years	0	0	0
Number of blind	3	3	6
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	2	4
Number of idiots	0	0	0
Number of epileptics	2	2	4
Persons over seventy years old	27	12	39

Received by me from Mr. Byron M. Child, Superintendent State and Alien Poor, and

Respectfully submitted,

EDWARD H. LITCHFIELD,

Commissioner, Second Judicial District.

Statistical summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics	Feeble-Minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Dutchess	68	16	84	0	0	20	11	31	2	9	1
Poughkeepsie (city)	28	35	63	1	0	10	13	23	1	4	0
Kings	686	626	1,312	145	0	282	247	529	4	96	19
Hempstead (town)	18	9	27	0	0	10	4	14	0	2	2
North Hempstead and Oyster Bay	15	10	25	0	0	8	6	14	0	4	1
Nassau	58	3	61	0	1	2	0	2	1	7	0
Orange	71	42	113	1	0	22	13	35	2	19	1
Newburgh (city)	58	38	96	1	1	18	15	33	2	4	1
Putnam	26	7	33	0	0	7	5	12	0	3	1
Richmond	65	46	111	2	0	22	17	39	7	13	3
Rockland	70	27	97	0	0	25	10	35	1	9	0
Suffolk	58	60	118	2	0	22	27	49	2	28	2
Westchester	166	77	243	11	0	27	12	39	4	4	0
Total	1,387	996	2,383	163	2	475	380	855	26	202	31

REPORT

OF

Visitations of Almshouses

IN THE

THIRD JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

The almshouses in the Third Judicial District have been visited by the Commissioner, and have also been inspected during the year by Inspector Lathrop, as will appear from detailed references in this report.

GENERAL CONDITIONS.

The general conditions of these public institutions, on the whole, may be said to be favorable. Improvements and betterments are being made, the effect of inspection is doubtless beneficial; as a rule, the recommendations which result from the inspector's reports are complied with.

Suggestions to Superintendents and Boards of Supervisors are received in a kindly spirit; and expenditures for improvements in a reasonable way, in view of other public demands, quite meet expectation.

INMATES.

It is a fact impressed upon the observer, that the inmates of almshouses are in these days, as a rule, comfortably housed and fed. In every county house in this district, the buildings are heated by hot air or steam, ensuring comfortable temperature night and day; ample light, in some instances electric, is supplied; the food is abundant and varied, and altogether a reasonably comfortable existence results to the inmates.

In the almshouses contiguous to cities there is an excessive number of able-bodied men for whom admission is made easy enough, practically, to invite their participation in the public bounty. Such persons are, in many instances, better housed and better cared for, during their stay at the almshouse, than many a

poor but struggling taxpayer. Such a condition of affairs is most unjust. The public burden for caring for proper cases is surely heavy enough, and should not be unduly increased by adding to the number of inmates of almshouses or other charities those who can and should be made to care for themselves. Some steps should be taken to compel such persons, if they are admitted, to earn sufficient to reimburse the treasury.

DEFECTIVES.

In each of the almshouses in this district, and in other public institutions as well, there are found feeble-minded, epileptics and idiots. Such persons cannot properly be taken care of here. It is the policy of the State to care for these cases, and as soon as possible, provision should be made for their removal to the appropriate State institutions. It seems to require more than the effort of the Superintendent to obtain admission for these persons into State institutions. In most cases efforts have been unsuccessfully made, and it is recommended that this Board, in some systematic way, take measures to secure the removal of all such defective persons from the almshouses to the appropriate State institution.

The table hereto appended is referred to for more detailed information.

ALBANY COUNTY ALMSHOUSE, ALBANY, N. Y.

Inspected March 2 and September 20, 1900.

The Albany County Almshouse was visited by the Commissioner at various times during the year, sometimes accompanied by Superintendent Child.

The condition of this almshouse has been the subject of public and private criticism for years. Excellently situated, though perhaps too convenient to the city, many of its buildings have become dilapidated. One has been condemned as unsafe, and in many ways, as appears by previous reports, the buildings are not only the poorest in the Judicial District, but obviously unworthy of the community.

It is agreeable to report that efforts for improvements have met with a hearing, and there are pending the construction of new buildings and making of alterations. The Board of Supervisors has authorized an expenditure of $45,000 for new buildings, etc., and it is expected that in the next annual report, a greatly improved condition will be reported.

In justice to the Superintendent it should be said that the buildings and grounds are kept in as good condition as can be expected, and it is little less than wonderful that such results are obtained. Difficulties, the result of poor buildings and equipment, present themselves, but the energy and efficiency of the Superintendent meet them as far as possible, and cleanliness and wholesomeness are the result. With the changes contemplated and improvements made, it may be expected that better results will follow.

COLUMBIA COUNTY ALMSHOUSE, GHENT, N. Y.

Inspected March 7 and September 15, 1900.

The Columbia County Almshouse was visited by the Commissioner October 1, 1900, accompanied by Superintendent Child.

This almshouse is located in the village of Ghent. The buildings furnish ample accommodations for the care of the inmates. There is a farm of 190 acres, with good soil adapted for general farm and garden products and grazing.

It has an excellent and abundant supply of water, getting pressure from the water works of the town of Chatham, a little over two miles away.

This institution is favored with good management, and the Board of Supervisors has always been ready to meet, if not to anticipate, alterations and improvements regarded necessary or advisable.

The inspectors' reports are favorable both to the condition and management of the institution, and the visit by the Commissioner confirmed the favorable impressions which the inspectors have received.

GREENE COUNTY ALMSHOUSE, CAIRO, N. Y.

Inspected March 15 and September 25, 1900.

The Greene County Almshouse was visited by the Commissioner September 25, 1900, accompanied by Inspector Lathrop.

This institution is situated at Cairo, a short distance from the village. The buildings are only in fair repair. There are no especial hospital accommodations, and an improvement in the records might be suggested for the purpose of keeping more accurately the statistics required. The place seems to be excellently and neatly kept, and the inspector reports cleanliness as prevailing.

The inspector reported, as a result of his March inspection, "Half a dozen male inmates who have no business there, being able-bodied and able to earn a living." Such a condition is not usually found in rural almshouses.

The inspector laid great weight upon, and attention should be called to, the unprotected condition of the buildings in the event of fire. Particularly is this applicable to a wooden building in which inmates sleep upon the third floor; it has only one stairway to give egress from the upper floors.

There is an insufficient water supply, the remedy for which, and the remedy is not difficult to find, ought no longer to be delayed. The inspector suggests that "Delay in this matter is little short of criminal." It is hoped and expected that so essential and vital a matter will receive prompt attention on the part of the authorities.

RENSSELAER COUNTY ALMSHOUSE, TROY, N. Y.

Inspected February 26, September 21 and 22, 1900.

The Rensselaer County Almshouse was visited by the Commissioner September 18, 1900, accompanied by Superintendent Child.

This almshouse is located in the city of Troy, and, as a consequence, is one of the institutions which afford shelter and support to a large number of able-bodied men who ought not to be

accepted as inmates or retained, unless upon some plan to compel them to earn something in aid of the county treasury. The buildings are fairly good, although cheaply constructed and requiring frequent repairs. There are 170 acres of excellent farm land, with barns and outbuildings.

This institution and its inmates give evidence apparently of improper influence somewhere. The inspector's report indicates this, and inquiry emphasizes the fact that political influences and domination unfavorably affect its affairs. The presence of a considerable number of able-bodied men is attributed to partisan politics, and this institution is rather a striking example of a disregard of the objects and purposes for which an almshouse exists. The taxpayer should hold accountable those officials who permit the unworthy to abuse the public bounty, which should be strictly reserved for cases of necessity. The inspector's report of February shows that nearly 45 per cent. of the male inmates were in good physical condition, and 10 per cent. more were in fair shape, and probably able to do a day's work. Such a proportion cannot be the result of accident. The inspector's report further says: "A large proportion of these able-bodied men create disturbances, abuse the aged and worthy poor, are naturally discontented with everything done for them, and are not amenable to discipline. In fact, the keeper is often openly informed that they did not come there to work; and so they roam the corridors, smoke and play cards; daily growing more debased, and less inclined to make an effort for their support."

At the time of this inspection (March, 1900) there were, out of 138 men who were between the ages of 20 and 60, 62 in good physical condition, and the physician acknowledged to the inspector that even a larger part and percentage than above stated were both physically and mentally able to support themselves.

Not unnaturally, this improper regulation of admissions has a bad influence on the entire almshouse. The inspector reports that some of the employes regard themselves as "enjoying favored positions," and have rendered a minimum amount of work, some absenting themselves without notice or permission, and were in many ways insubordinate to the directions of the keeper. Such a

condition of affairs as this deserves publicity to the end that the public attention be fixed there, and the officials who are blameworthy should be brought to account for such maladministration.

A perusal of the inspector's report and investigation, and a personal visit to the institution have convinced me that much improvement might be made, and that more rigid discipline will undoubtedly lead to better results.

The buildings seemed to be clean, and at the time of the visit of the Commissioner, and since the previous inspection, there was apparent improvement. This was, however, at a time of the year when the population was not at its highest, and the faults to which attention has been heretofore called were not so glaring during the Commissioner's visit as in the spring time.

SCHOHARIE COUNTY ALMSHOUSE, MIDDLEBURGH, N. Y.

Inspected March 14 *and September* 19, 1900.

The Schoharie County Almshouse was visited by the Commissioner October 11, 1900, accompanied by Superintendent Child.

This almshouse is situated about midway between Schoharie C. H. and Middleburgh, and is an example of a well-constructed and well-administered rural almshouse.

The farm comprises 60 acres and the residence building, a two-story brick building, with attic and basement. The buildings are generally in good repair, and the power vested in the Superintendent to make the necessary repairs has been well exercised.

Altogther the institution indicates cleanliness and care, and a condition which is superior to that in many institutions in counties much larger and of greater resources.

SULLIVAN COUNTY ALMSHOUSE, NEAR FALLSBURG, N. Y.

Inspected March 29 *and September* 11, 1900.

The Sullivan County Almshouse was visited by the Commissioner October 12, 1900, accompanied by Inspector Hill.

This almshouse is situated about three miles from Monticello. Inconvenience of access renders a visit by the Commissioner some-

what difficult, and the visit afforded time only for a general oversight.

While the keeper and the matron are entitled to credit for the apparent cleanliness of the buildings, the criticisms made upon the general condition of this institution by the inspector seemed quite justifiable. There are no devices for labor saving. The work is all done by inmates, and, as was reported by the inspector, a large proportion of the inmates belong to the defective class and almost half of the entire population are over seventy years of age. This necessitates more labor for their care than is needed for younger people. The adoption of labor-saving devices would lessen the strain of the work.

The general conditions of the institution are such as do not reflect great credit upon the county, although a noticeable improvement appears since the first inspection of the year, owing to the energy and efforts of the keeper and matron. The refitting of the building, which was formerly used for the insane, is in contemplation, and when it is rehabilitated necessary additional space will be supplied. With this and other improvements it is hoped that further inspections and reports will indicate a more favorable condition of affairs so far as the equipment of the Sullivan County Almshouse is concerned.

ULSTER COUNTY ALMSHOUSE, NEW PALTZ, N. Y.

Inspected March 23 and September 12, 1900.

The Ulster County Almshouse was visited by the Commissioner October 12, 1900, accompanied by Superintendent Child.

This almshouse is situated about three miles from the village of New Paltz. It consists of two principal buildings, one of which was formerly used for the insane. It was suggested that the buildings for the insane, which seem best adapted, should be strictly used for dormitories, classifying the sexes into separate buildings, which can be easily done in view of the fact that there are buildings which can be utilized for that purpose. The discipline in this institution is not so rigid as it is in some

others. Probably better discipline would inure to its benefit. The buildings and accommodations seem ample. It is but fair to say that within a year or two many improvements have been made, and the future promises still further improvement.

As was reported by the inspector, it was found there was an undue number of feeble-minded, idiotic and epileptic inmates. It may require the attention of the State Board to assist the Superintendent in relieving the institution of such improper cases and for their removal to the State institutions. Various criticisms have been made by the inspector, to which the attention of the Superintendent and persons in charge was called, and there is every prospect of compliance with the recommendations and suggestions made.

KINGSTON CITY ALMSHOUSE (ULSTER COUNTY), KINGSTON, N. Y.

Inspected March 22 and September 13, 1900.

The Kingston City Almshouse was visited by the Commissioner October 12, 1900, accompanied by Superintendent Child.

This institution is most excellently situated, in a plat of 52 acres, upon which are sightly, ample and commodious buildings; in fact, architecturally, the main buildings are of a very attractive character. The condition of this almshouse is very satisfactory, and evidences great attention on the part of the Superintendent. It is well appointed, and its cleanliness and order deserve mention. A winding stairs at each end of the main corridor, extending from attic to basement, would doubtless prove of little benefit in case of emergency. Attention has, however, been frequently called hereto, and it is hoped a remedy may be found and a suitable provision for escape in case of fire, be arranged. There is an insane inmate, John Shearon, who should be removed.

The general statistics of the almshouses of the district are appended.

Respectfully submitted,

SIMON W. ROSENDALE,

Commissioner Third Judicial District.

Table showing the number of epileptics, feeble-minded and idiots in the almshouses of the Third Judicial District, on the dates given.

ALMSHOUSES.	Date.	Epileptics.	Feeble-minded.	Idiots.	Total.
	1900.				
Albany City	Sept. 20	1	7	1	9
Columbia County	Sept. 15	3	9	8	20
Greene County	Sept. 14	1	2	1	4
Rensselaer County	Feb. 26	1	3	1	5
Schoharie County	Sept. 19	2	7	2	11
Sullivan County	Sept. 11	2	5	5	12
Ulster County	Sept. 12	4	10	6	20
Kingston City	Sept. 13	0	1	2	3
Total	.....	14	44	26	84

Statistical Summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Albany	97	36	133	0	0	24	9	33	1	7	1
Columbia	72	44	116	1	0	35	22	57	3	9	8
Greene	29	25	54	0	0	11	8	19	1	2	1
Rensselaer	245	83	328	4	0	53	26	79	1	3	1
Schoharie	20	11	31	0	0	3	4	7	2	7	2
Sullivan	29	18	47	1	0	16	7	23	2	5	5
Ulster	78	27	105	0	0	24	11	35	4	10	6
Kingston (city)	38	10	48	0	0	17	5	22	0	1	2
Total	608	254	862	6	0	183	92	275	14	44	26

REPORT

OF

Visitations of Almshouses

IN THE

FOURTH JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

The Commissioner from the Fourth Judicial District is able to report that during the fiscal year ending September 30, 1900, he has visited all the almshouses of his district, and that the same institutions have been regularly inspected by the Almshouse Inspectors and the Superintendent of State and Alien Poor.

IMPROVEMENTS.

On the whole the year has been one of marked improvement within the district. One new almshouse has been completed, that of Montgomery county, and another one is far under way. The latter, in Fulton county, will take the place of the antiquated structure which hitherto has held the county poor, while the former finally does away with the contract system which has prevailed for so long a time in Montgomery county. It is a pleasure to be able to report that the improvement in conditions in these counties has resulted from a direct popular demand, based upon information as to the necessities and conditions as set forth in previous reports.

In Schenectady county there is great need of a new almshouse. The removal of the institution from the city is desirable, and a bill will be presented to the Legislature authorizing the sale of the present almshouse property, in order that a farm may be purchased at some distance from the city and suitable buildings be erected thereon.

A number of improvements have been made in the St. Lawrence County Almshouse, and, in fact, as indicated above, this has been a year of general improvement, and it is sincerely hoped that the progressive tendency will continue until the Fourth District has almshouses equal in every respect to the best in the State.

I append the notes on the several counties.

CLINTON COUNTY ALMSHOUSE, BEEKMANTOWN, N. Y.

Inspected August 29, 1900.

The general condition of the Clinton County Almshouse remains as at last report. Some repairs have been made during the past year, but the institution at the time of inspection required thorough repairs to stairs, walls and ceilings, and it was in need of painting. These improvements had not been made because an appropriation for such repairs had not been granted by the supervisors.

The institution is not equipped with adequate means of escape in the event of fire. There are three stairways but they land in the centre of the house, so that a fire in the hall will cut off escape. Precautions are taken against fire, but chemical extinguishers are needed for distribution throughout the house.

The sick are attended in the ordinary rooms, as no separate building has been provided for hospital purposes.

The present Superintendent has made many valuable improvements to the institution since he has been in charge, and is anxious to have the additional equipment necessary, but until the supervisors provide the funds he must make the best of present conditions. The rooms throughout were found clean, the food was sufficient and well cooked and the inmates seemed contented.

NEEDS.

The pressing needs of the institution are:

1. A better heating plant.
2. Steam washing machinery with competent help to run it.
3. Some better method of lighting the premises, kerosene oil being too dangerous.
4. New bath tubs and an efficient spray bath.
5. A new barn and repairs to the other outbuildings.
6. An outside building with proper equipment for a laundry.
7. A better kitchen so located as to have ample light and air.
8. A hospital for the sick.
9. Competent help to look after the sick and defective inmates.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	48	23	71
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	1	1	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	4	2	6
Number of idiots	7	0	7
Number of epileptics	2	2	4
Persons over seventy years old	13	11	24

ESSEX COUNTY ALMSHOUSE, WHALLONSBURGH, N. Y.

Inspected August 30, 1900.

This almshouse consists of a group of two-story brick buildings, of which that occupied by the Superintendent forms the front; the others extend to the rear and sides and are connected by covered corridors. The recent improvement made by adding a brick building for the use of the male inmates, has greatly increased the capacity and comfort of the institution.

The supervisors have made an appropriation of $3,000 for the purpose of securing an adequate water supply, so that hereafter there will be no compaint. With the introduction of ample water, the bathing facilities can be increased and a spray be added. The increase of the water supply will also furnish protection against fire. At the present time the buildings are entirely without such protection, there being only two chemical fire extinguishers on hand. In the event of a fire the buildings would certainly be destroyed, and, as the means of escape are limited, there might be a loss of life. Each building has but a single stairway from the upper floor, but there should be fire-escapes at the ends of the buildings.

At the time of inspection the premises were found in good

order, the rooms clean and the inmates contented. Food was substantial and plentiful.

NEEDS.

With a steam laundry, new floors for the women's building and a new stairway, the institution would be bettered.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	37	19	56
Children under two years	1	0	1
Children between two and sixteen years	0	0	0
Number of blind	2	0	2
Almost blind	2	1	3
Number of deaf-mutes	2	1	3
Number of feeble-minded	4	6	10
Number of idiots	3	0	3
Number of epileptics	2	2	4
Persons over seventy years old	8	3	11

FRANKLIN COUNTY ALMSHOUSE, MALONE, N. Y.

Inspected August 28, 1900.

This almshouse is now thirty years old, but the three-story brick structure remains in good condition. Recently new closets and bathtubs, electric light, sinks and pumps have been put in, and it is expected that other improvements will be made shortly.

This institution has an abundant water supply from a large spring, the water being pumped into the building by an electric pump of fast stroke. There is no good reason why, with all the power at command, a small Troy laundry should not be added to the equipment.

NEEDS.

The needs are:

1. More help to do the laundry work and care for the sick.

2. Fire-escapes on the end of the building, to secure the safety of the inmates.

At the time of inspection the house was clean in all parts, and the inmates were apparently contented.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	39	14	53
Children under two years	0	0	0
Children between two and sixteen years	2	1	3
Number of blind	0	0	0
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	0	2
Number of idiots	3	1	4
Number of epileptics	1	0	1
Persons over seventy years old	18	7	25

FULTON COUNTY ALMSHOUSE, GLOVERSVILLE, N. Y.

Inspected September 27, 1900.

The old frame almshouse, originally built for a farmhouse, is to be replaced by new buildings. It was deemed unwise to spend money on repairs to the dilapidated and unsuitable building, and money was, therefore, appropriated to build a new almshouse. The new buildings are located near the old, and will be on the cottage group plan. They are now under way and will be ready for occupancy soon. It is hoped that provision will be made in the new almshouse for a safe system of lighting and heating, and that a small laundry will be added to the equipment.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	31	15	46
Children under two years	1	0	1
Children between two and sixteen years	0	0	0
Number of deaf-mutes	0	0	0
Number of blind	0	0	0
Number of idiots	0	0	0
Number of feeble-minded	3	3	6
Number of epileptics	3	1	4
Persons over seventy years old	9	5	14

MONTGOMERY COUNTY ALMSHOUSE, YOST, N. Y.

Inspected September 26 and November 12, 1900.

The Montgomery County Almshouse was completed during the year, and most of the poor were removed to the new home about the 15th of July. The Contract Almshouse, however, was still continued in use until an agreement had been reached between the town and the county as to the price to be paid for the maintenance of town poor. The old almshouse was neither sanitary nor safe, and it seemed cruel to prolong the stay of town poor in the place a single day, but the matter has since been arranged, and all the town poor are now domiciled in the county almshouse.

The new almshouse is heated by steam generated in low pressure boilers. It is ventilated by registers, and the foul air is conveyed into the large, unused attics. In time it is proposed to open the attics, through stacks, to throw out the foul air.

The water supply is from a spring located about a half mile from the houses. The water is conveyed by a six-inch pipe to the buildings, where it is received under excellent pressure and in ample quantity. The bathing facilities are sufficient, consisting of one shower bath and one tub for each sex. The laundry

appliances consist of four stone tubs, with hot and cold water connections, and a heater for flat irons. The laundry is located in the basement of the work and service building. The drying is done out of doors. There is no provision for lighting except by oil lanterns.

The buildings when inspected were clean and neat, and the general conditions indicated that the inmates will be comfortable in their new home.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	26	20	46
Children under two years	0	1	1
Children between two and sixteen years	0	0	0
Number of blind	0	1	1
Number of deaf-mutes	1	0	1
Number of feeble-minded	2	7	9
Number of idiots	1	0	1
Number of epileptics	1	4	5

SARATOGA COUNTY ALMSHOUSE, BALLSTON, N. Y.

Inspected October 1, 1900.

Some repairs have been made recently to this building, and a small hothouse has been added to the group. It is expected that new floors will be put into parts of the house, and that the whole building will be painted.

This almshouse greatly needs a hospital building. At the present time one ward is set apart for the use of the sick, but it is entirely inadequate and unsuitable in location as well as form. There are no paid hospital attendants, and it would be advisable to inaugurate a different system.

Since the last report a change has been made in the superintendency, and the matter of placing out children has been thor-

oughly investigated by the Board of Supervisors. Under the new management it is confidently anticipated that the general conditions will improve.

When inspected the grounds were clean and the inmates seemed contented.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	88	21	109
Children under two years	0	2	2
Children between two and sixteen years	0	0	0
Number of blind	0	0	0
Number of deaf-mutes	0	0	0
Number of feeble-minded	6	2	8
Number of idiots	1	0	1
Number of epileptics	2	0	2
Persons over seventy years old	25	10	35

SCHENECTADY COUNTY ALMSHOUSE, SCHENECTADY, N. Y.

Inspected October 2, 1900.

The great need of Schenectady county is a new almshouse located in the rural district beyond the influence of saloons and other vicious resorts. At the present time the almshouse is surrounded by dwellings and four saloons are near the gates. The growth of Schenectady is such that it will not be long before the almshouse, if it be continued where it is, will be in the very center of the city. As now located it is promotive of pauperism, and affords a rendezvous for vagrants and drunken bummers, and invites as well the tramps from a large section. More than 7,000 vagrants or tramps were given food and lodging over night last year, and the cost to the county for the maintenance of this class of persons would build a new almshouse in a few years. These vagrants would not go to an almshouse located at a distance from the town, and by the removal of the

almshouse into the country the county would be saved the expense of their support. But in addition to the expense under present conditions, it is well to remember that the influence of an institution of this kind—dilapidated, crowded with unkempt, broken-down life wrecks and idle vagrants—is distinctly demoralizing, and for this reason if for no other, the sooner a change is made the better for the State.

A bill is to be introduced into the Legislature of 1901 giving authority to sell this property and purchase with the proceeds a suitable farm on which to erect a new almshouse. It is hoped there will be no opposition, and that the supervisors may be enabled to make the removal at an early date.

At the present time there is not enough help to manage affairs at the almshouse properly. There is need of at least one man to assist the keeper, of another one to nurse the sick, and a female nurse for sick women, who should be regularly employed. Beside these, a cook and a baker are needed for the institution.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	63	20	83
Children under two years	1	0	1
Children between two and sixteen years	0	0	0
Number of blind	2	0	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	0	2	2
Number of idiots	1	0	1
Number of epileptics	0	0	0
Persons over seventy years old	32	10	42

ST. LAWRENCE COUNTY ALMSHOUSE, CANTON, N. Y.

Inspected August 27, 1900.

This institution is in very good condition. During the year much of the plumbing has been altered, spray baths have been put in, and a steam laundry has been installed. It is expected that steam power will be arranged to do much of the work in the barns, and that a number of other repairs will be made shortly.

At the present time the precautions against fire need to be supplemented by the addition of chemical extinguishers; and in order that there may be assurance of safety, fire-escapes, especially from the hospitals, which are on the upper floors, should be placed on the buildings.

THE SICK.

The sick are now cared for on the third story of the main wing, which is divided into dormitories fitted with twenty-eight beds, enough for ordinary needs. The physician employed to care for the sick is required to furnish the medicines. This is poor policy and might deprive patients of proper treatment when such treatment calls for very costly drugs. For the care of the sick there should be competent trained help.

The inmates at the time of inspection were found contented; the food was in abundant supply and well cooked. The housework throughout the institution was well done, and everything was clean and in order.

As a matter of interest bearing upon the management of this almshouse, it may be stated here that it was thoroughly investigated during the year by a committee of the Board of Supervisors. This committee was appointed to investigate certain charges made against the management, but by a unanimous vote of the Board of Supervisors the charges were dismissed and the management was commended. In the same report the Supervisors decided to add a number of very necessary improvements.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	53	50	103
Children under two years	1	0	1
Children between two and sixteen years	0	0	0
Number of blind	1	1	2
Number of deaf-mutes	2	3	5
Number of feeble-minded	20	8	28
Number of idiots	0	2	2
Number of epileptics	2	4	6
Persons over seventy years old	24	15	39

WARREN COUNTY ALMSHOUSE, WARRENSBURGH, N. Y.

Inspected September 29, 1900.

This almshouse consists of an old stone building, with three frame additions. All of these additions are old. The inmates are cared for in small rooms, off halls extending down the centre of each building. These halls are very narrow. The buildings are now much dilapidated, and a new almshouse will be needed.

A number of improvements have been made, and the general appearance of the grounds has been improved. A better laundry is required than that now in use.

The precautions against fire are ample, but the means of escape are meagre, as all but two stairways open into the centre of the house. There should be fire-escapes, as the stairs are narrow and steep and very difficult for old people.

One need of this institution is a new building to serve for hospital purposes. At the present time four rooms in a one-story wooden extension are used for male inmates, but the females are cared for in the common rooms.

The complaint was made at this almshouse that many of the inmates were committed by police justices for short terms, a vicious practice which introduces confirmed vagrants and dis-

orderly characters into the almshouse, to the annoyance of the legitimate inmates, as well as to the demoralization of many of the females. There is no good reason why such persons should not be sent to the county jail instead of to the county almshouse. There, at least, they can be prevented from indulging in debauchery.

The buildings were found clean at the time of inspection, and the inmates contented and well fed. The present officials took charge the 1st of January, 1900, and have made a steady effort to improve the condition of the almshouse.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	40	18	58
Children under two years	1	0	1
Children between two and sixteen years	0	0	0
Number of blind	3	1	4
Number of deaf-mutes	0	0	0
Number of feeble-minded	1	0	1
Number of idiots	4	1	5
Number of epileptics	0	0	0
Persons over seventy years old	10	8	18

WASHINGTON COUNTY ALMSHOUSE, ARGYLE, N. Y.

Inspected September 29, 1900.

This almshouse was found, at the time of inspection, in fair condition throughout, except in the building used for a hospital. This was in a dilapidated condition, although it was as clean as it could be under the circumstances.

The almshouse has need of a spray bath and a small steam laundry. There are practically no precautions against fire, as the water supply is altogether insufficient for such service. Chemical extinguishers are needed, and fire-escapes should be provided from the second story to assure the safety of the inmates.

The greatest need of this almshouse is a building for the accommodation of the sick. The present hospital occupies the basement of the building formerly used by the insane. The basement is partly below the surface of the ground, and is not a proper place for sick people. The upper floors are used for storage and are greatly dilapidated. The old building is in a ruinous condition, but, if it were deemed inexpedient to erect a new building, this one could be remodeled and then the upper floors would make a good hospital, and the basement could be used for the heating plant. Something should be done soon, as the strain and weight on the upper floor are causing the foundations to give way.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	33	30	63
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	1	2	3
Number of deaf-mutes	0	0	0
Number of feeble-minded	5	8	13
Number of idiots	1	0	1
Number of epileptics	1	0	1
Persons over seventy years old	11	3	14

Respectfully submitted,

NEWTON ALDRICH,

Commissioner Fourth Judicial District.

Statistical Summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble-minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Clinton	48	23	71	0	0	13	11	24	4	6	7
Essex	37	19	56	1	0	8	3	11	4	10	3
Franklin	39	14	53	0	3	18	7	25	1	2	4
Fulton	31	15	46	1	0	9	5	14	4	6	0
Montgomery	26	20	46	1	0	6	8	14	5	9	1
Saratoga	88	21	109	2	0	25	10	35	2	8	1
Schenectady	63	20	83	1	0	32	10	42	0	2	1
St. Lawrence	53	50	103	1	0	24	15	39	6	28	2
Warren	40	18	58	1	0	10	8	18	0	1	5
Washington	33	30	63	0	0	11	3	14	1	13	1
Total	458	230	688	8	3	156	80	236	27	85	25

REPORT

OF

Visitations of Almshouses

IN THE

FIFTH JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

The Commissioner from the Fifth Judicial District, in submitting his annual report on visitations and inspections of the almshouses in the several counties within his district, is able to state that he has visited all of the almshouses and other public institutions, and that they have been regularly inspected by the Inspectors of the Board and the Superintendent of State and Alien Poor several times during the year.

The year just ended has been remarkable for the additions and improvements which have been made to the institutions, and it is not too much to say that the present condition of the almshouses within the district is better than at any previous time within the memory of the present officers of the Board.

IMPROVEMENTS.

The chief improvement during the year is in provision for the better care of the sick. Onondaga county has completed a fine hospital building, which will relieve the overcrowded almshouse as well as permit better care of the sick than it was possible to give under former conditions. This hospital has been greatly needed for many years. Owing to the persistence of the Chairman of the Board of Supervisors and the Chairman of the building committee, the hospital was provided for at the last annual meeting of the county board, and since that time the Chairman of the building committee and his associates have pushed the work with all diligence, realizing the great need for its speedy completion.

In addition to the hospital, the whole almshouse has been overhauled and many repairs and improvements made. These im-

provements have resulted in better sanitary conditions, and the whole institution is more fit to care for public dependents than ever heretofore. The time must soon come, however, when the new hospital will form one of a group of new buildings which will replace the present structure. The old almshouse is in form unsuited for the housing of aged and helpless people. Its interior construction makes it a dangerous place in case of fire, and the difficulty of ventilation will always cause the dormitories to be undesirable.

Improvements have also been made in the almshouses of Herkimer, Jefferson, Lewis, Oneida and Oswego counties, as well as in the one maintained by Oswego city. In the main, conditions are becoming more satisfactory rapidly, and this is due to the intelligent study of the problems of dependence by the supervisors and other officers charged with the administration of the poor laws.

It is to be hoped that in the near future each almshouse within the district will be equipped with a suitable hospital or infirmary wherein the sick shall be entirely separate from the other inmates of the institution. Such a hospital is greatly needed in connection with the Oneida County Almshouse, and should be provided without unnecessary delay.

The necessity for adequate fire protection has been emphasized in former reports and it is, therefore, unnecessary to say more at this time than that every public institution should have ample provision for the certain escape of all inmates in the event of fire. The almshouse of the city of Oswego has been provided with a model fire-escape, and the entire building can be emptied of all inmates within a few minutes of an alarm by this one escape. Each almshouse should have a device either of a similar character or one equally efficacious.

The notes on the several counties, showing their condition and needs at the time of their last inspection, follow.

HERKIMER COUNTY ALMSHOUSE, MIDDLEVILLE, N. Y.

Inspected July 25, 1900.

The buildings remain substantially the same as they were a year ago although some improvements have been made. New chimneys were erected during the year, some new furniture was put in and the main building was painted throughout.

A number of young men who had been sentenced for various terms by police justices were found among the inmates. This practice of committing able-bodied disorderly characters and vagrants is a great abuse of the almshouse, and should be prevented by suitable legislation.

The almshouse was found in excellent condition throughout, although it still requires addition to its equipment. Its needs may be summed up as follows:

1. A new kitchen equipment.

2. A power-house with new boilers, and connected with the same a laundry and bathhouse, wherein the inmates might have a spray bath.

3. Iron bedsteads should be purchased to take the place of the wooden ones now in use.

4. As rapidly as possible, steel ceilings should be used to cover the plaster.

5. A new hoghouse should be provided.

6. There should be a larger reservoir for water.

7. There is need of fire-escapes from the upper floors of main building.

The placing of properly constructed fire-escapes upon public buildings of this character is a matter of prime importance and should be neither delayed nor neglected.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	62	24	86
Children under two years	0	2	2
Children between two and sixteen years	0	0	0
Number of blind	1	2	3

	Males.	Females.	Total.
Number of deaf-mutes	2	1	3
Number of feeble-minded	2	6	8
Number of idiots	1	1	2
Number of epileptics	2	2	4
Persons over seventy years old	23	4	27

JEFFERSON COUNTY ALMSHOUSE, WATERTOWN, N. Y.

Inspected July 20, 1900.

During the year since the last report, considerable painting has been done upon the group of buildings which form this almshouse, and at the date of inspection it was proposed to continue this work until it shall be completed. The Supervisors are considering the introduction of the city water. New sanitary conveniences have been installed, as well as a much-needed steam laundry.

This almshouse, owing to its form of construction, will require extensive repairs to make it at all modern in its appointments. There are portions which now need such repairs, but everything dependent upon household work was found in good order. The food supply was sufficient and the inmates seemed contented. The grounds were in excellent condition, and the institution is apparently under efficient management. The salaries which are paid do not seem to be commensurate with the importance of the institution.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	54	49	103
Children under two years	3	2	5
Children between two and sixteen years	0	0	0
Number of blind	3	1	4
Number of deaf-mutes	1	1	2
Number of feeble-minded	0	6	6
Number of idiots	0	0	0
Number of epileptics	1	1	2
Persons over seventy years old	24	25	49

LEWIS COUNTY ALMSHOUSE, LOWVILLE, N. Y.

Inspected May 11, 1900.

Since the last annual report, changes have been made in the buildings by which the former brick asylum is now put into service. New heaters were placed during the winter, giving plenty of hot water for all purposes. Hose and standpipes for protection against fire have been promised, and with the city water system there will be greater assurance of safety when these are installed.

The almshouse was found commendably clean in all its parts. The inmates seemed contented and had no complaints to make, although closely questioned as to their treatment. Electricity is used in this institution for lighting purposes.

The needs of the almshouse are:

1. An increase of the heating power.
2. Chemical fire-extinguishers to be placed throughout the buildings and a fire-escape to be placed on men's building.
3. A small steam laundry in a suitable building.
4. A spray bath.
5. A new barn to be built a little further away from the main building than is the present barn.
6. Iron beds to replace the old worn-out wooden ones now used.
7. A hospital and a trained nurse for the care of the sick.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	30	13	43
Children under two years	1	0	1
Children between two and sixteen years	0	1	1
Number of blind	1	0	1
Number of deaf-mutes	0	1	1
Number of feeble-minded	2	3	5
Number of idiots	2	0	2
Number of epileptics	1	1	2
Persons over seventy years old	12	4	16

ONONDAGA COUNTY ALMSHOUSE, SYRACUSE, N. Y.

Inspected July 27, 1900.

During the year many improvements have been made in this institution. The interior has been renovated with paint and kalsomine, the plumbing renewed, and sanitary conveniences of a modern type have been installed, and the facilities for bathing have been increased. The most important improvement, however, has been the new hospital which is now completed and occupied. The accommodations will permit the removal of all the sick inmates from the old building, with a consequent rearrangement of all who remain. While supervisors have done well in providing for these improvements, and the Chairman of the building committee of that body deserves credit for the diligence with which he has prosecuted the work, there are other things which should be provided for as soon as possible. Of these the chief has to do with the water supply. The almshouse has managed to get along heretofore, but the hospital requires a much greater supply than any other building, and with the additional fire protection needed, the reservoir will have to be enlarged and some additional sources be secured. Fire-escapes of a better form and placed so as to be accessible from all the upper dormitories are needed. The two present escapes may do for able-bodied men in the day time, but are not of a kind to be made use of at any time by infirm people. The form of fire-escape needed is one which will permit the most feeble to pass down to safety, day or night, without any difficulty. The inclosed inclined plane is probably the safest type.

FUTURE IMPROVEMENTS.

As fast as repairs have to be made to walls and ceilings, the use of steel for siding and ceiling should be adopted, and will be found in the end cheaper than either wood or plaster. The old ice house is a ruin, and a new one should be constructed as soon as possible. The laundry work of this institution is very great, and to make it as satisfactory as possible, a mangle should be added to the present equipment. It should not be forgotten that

not only does the hospital require laundry machinery, but that it will not be complete without a steam sterilizer of sufficient capacity to cleanse the heavy bedding and other clothing sent down soiled from the wards. In this connection it would be well to consider the advisability of providing a special building into which all the laundry machinery of the almshouse might be removed, thus accomplishing two desirable things, getting all the laundry work of the entire establishment together, and getting it out of the buildings used for any other purpose. Such a building would provide ample space for all the operations under the one roof, and thus would release space now used as ironing rooms, which could be used to advantage for other purposes.

All improvements of a permanent character, such as these suggested, should be made with the ultimate reconstruction of the almshouse in view. The time cannot be far distant when the present almshouse building will have to be remodeled to a very great extent, and all improvements having this reconstruction of the almshouse group in mind will be money well spent.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	132	59	191
Children under two years	0	1	1
Children between two and sixteen years	0	0	0
Number of blind	3	2	5
Number of deaf-mutes	2	1	3
Number of feeble-minded	4	5	9
Number of idiots	4	2	6
Number of epileptics	4	4	8
Persons over seventy years old	40	21	61

ONEIDA COUNTY ALMSHOUSE, ROME, N. Y.

Inspected July 26, 1900.

This almshouse is one of the most modern in the State, erected at great expense, and prepared for the accommodation of a large number of inmates. Like most new buildings, however, this almshouse shows that certain features essential to the model institution were forgotten. Thus, the matter of proper ventilation in the male dormitories was ignored in the effort to introduce an architect's modification of a well considered plan, and as a consequence the double deck dormitories for males have been built, close, ill-ventilated and unwholesome. Another improvement which is necessary is the matter of fire-escapes. This matter has been alluded to heretofore, and during the past year provision was made by the supervisors for the construction of fire-escapes upon the men's building. Unfortunately the type of fire-escape erected is of the scaling ladder variety, unsuitable for any but athletes, and certain to be exceedingly dangerous when used in times of excitement. Buildings as large as these, and with inmates of the enfeebled character, should have fire-escapes which are safe, certain and speedy in their operation. They should be so arranged as to be accessible from the different floors of the building. For inmates of the aged and infirm class, the inclined plane is the only safe fire-escape.

The great need of this institution is a suitable building equipped for hospital purposes. The present hospital accommodations are not only entirely inadequate, but a constant source of annoyance to the inmates and officials. The women are more fortunate than the men, but the only reason they are more fortunate is because their numbers are fewer and the cases of sickness not so numerous. Among the men, however, there are a number of chronic cases which crowd the room used for the hospital so that its condition is at all times undesirable. The air is loaded with the foul odors of ulcers and the other emanations of a sick room. Even though the hospital be at the further end of the range of rooms, the smells from the hospital find their way into the day room and to the upper floors. The conditions will never be better

until a suitable hospital building is erected, remote from the other buildings, large enough to contain accommodations for both sexes, and equipped with all the essentials for successful administration.

It is to be regarded as unfortunate that the fittings of the baths of this institution were not arranged so as to secure the greatest benefit to the inmates. If one of the spray baths were located in the room now used as a shoe shop, a good bath-room in the basement could be secured to the institution at a small cost. The spray needs ample space, while the present arrangements give an exceedingly limited space. Beside this the water from the sprays flows out upon the floor of the toilet room, to the damage of the ceilings below. The floor of the bath-room was made too shallow, and it has been found necessary to abandon the use of these baths, hence the removal of the apparatus to the basement is urged.

The drainage from this institution is directly into the Mohawk river, but it was found that the pipe was too small and that it ought to be at least double the present size to carry off the rain water, etc., which in times of flood back into the cellar.

The laundry space is too small for the equipment and the work which has to be done, and the re-arrangement of basement space should be made so as to furnish larger quarters for the laundry.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	157	88	245
Children under two years	1	1	2
Children between two and sixteen years	2	0	2
Number of blind	5	3	8
Number of deaf-mutes	2	1	3
Number of feeble-minded	7	13	20
Number of idiots	2	1	3
Number of epileptics	7	3	10
Persons over seventy years old	52	37	89

OSWEGO COUNTY ALMSHOUSE, MEXICO, N. Y.

Inspected July 19, 1900.

This almshouse occupies a new brick building with two lateral wings. It is two stories high and has a basement which extends underneath the whole building. With the exception of that part of the main building not in use, the conditions are fair. Some recent improvements have been made to the building, and a new heater has been installed in the laundry. In addition to these a new barn has been erected. This new barn is the only one of the group of outbuildings which is of much value; the others are old and worn out, and if maintained will require many repairs.

The Supervisors should make appropriations large enough to remodel the almshouse throughout. In this work new floors, walls and ceilings should be put into the part which has become dilapidated through neglect, and in the other portion of the main building the walls and the ceilings should be covered with steel.

So long as the laundry is maintained in the basement part of the unoccupied building, its effect will be noticeable in the destruction of the plaster and the rotting of the woodwork. It would be well to have a separate building for the laundry equipment, and this equipment should be complete enough to have the work done satisfactorily. In connection with such new laundry building, a spray bath for both sexes could be installed.

One other great need is in the matter of protection against the dangers of fire. There should be a supply of chemical fire-extinguishers, and easy fire-escapes ought to be arranged upon the buildings so as to afford exit from all the dormitories.

It was noted at the time of inspection that additional help was needed in order to manage the almshouse properly.

One year ago in the annual report the case of the boy, Bennie Brown, was referred to. At the time of inspection this boy still remained in the almshouse. It has been a great wrong to the poor crippled boy to be kept in the almshouse all this time. His association with the old paupers has worked to his moral injury, and the possibility of any permanent help for his diseased body

and distorted limbs has lessened with every week's delay in placing him under proper surgical care. Whoever is responsible for the boy's presence during such a long time in the almshouse deserves severe censure. Any economy practiced at his expense is a crime.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	41	23	64
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	0	0	0
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	3	5
Number of idiots	8	5	13
Number of epileptics	2	4	6
Persons over seventy years old	12	7	19

OSWEGO CITY ALMSHOUSE, OSWEGO, N. Y.

Inspected July 18, 1900.

This well-equipped new brick structure is a credit to the city of Oswego. The building is in perfect repair and well cared for. It has been recently equipped with a tubular fire-escape on the plan of an inclined plane; it has received its new laundry equipment; a great deal of grading has been done on the grounds; fences have been established; a cooling room has been built for the storage of food supplies; and the barn has received a new roof.

The administration of this almshouse is commendable, the farm is productive, the housework is carefully attended to, the food provided for the inmates is excellent in quality, ample in quantity and well served, and in consequence the inmates are contented. The dormitories were found in perfect order, large, well-ventilated, and properly equipped with comfortable beds. In this almshouse the tubular fire-escape is a guarantee of the safety of

the inmates in case of a fire, and all of the inmates have been drilled in passing down the winding inclined plane so as to accustom them to prompt action in case of emergency.

The needs of this institution are few. They consist of a spray bath, some additions to the laundry equipment, and chemical fire-extinguishers.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	22	14	36
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	1	1	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	0	2	2
Number of idiots	3	0	3
Number of epileptics	0	0	0
Persons over seventy years old	10	4	14

UTICA CITY HOSPITAL (ONEIDA COUNTY), SOUTH AND MOHAWK STREETS, UTICA, N. Y.

Inspected May 10, 1900.

About fifty-seven years ago the city of Utica erected a brick building for workhouse purposes. It was three stories in height, and had a basement underneath its entire extent. In form it consisted of a main front with a wing extending backward from each end. As long as the city maintained its own poor, this building continued in use as the city almshouse. In 1873, however, its use as a general almshouse was discontinued, and it was made into a city hospital for the relief of the sick indigent poor of the city. It is under the control of the Board of Charities of the city of Utica, and to this Board applications for admission have to be made. About 450 patients are treated annually in the institution, almost all of whom are unable to contribute anything to their maintenance. The property is valued at about $50,000, and occu-

pies an eligible location on the line of one of the street railways. It is maintained at an annual expense of about $7,000.

In addition to the main building, and also under the control of the city, there is a two-story frame building located about 500 feet distant, in the ravine back of the premises. This building was erected by the City Board of Health as a pest-house, but it has not been used thus far for that purpose. One wing of the main building is now used for contagious diseases. The upper floor of this wing is isolated, and in it patients suffering from contagious diseases are treated as far as the available space permits. Tuberculosis, however, is not isolated, but those suffering from it are treated in the ordinary wards or dormitories, which, of course, is not only a grave mistake, but also a serious danger to all of the other patients. It is a grave mistake from the standpoint of rational treatment in that it has been demonstrated by the experiments of sanatoria that tuberculosis patients require an atmosphere of low temperature, whereas the ordinary ward or dormitory is usually kept at a temperature favorable to the growth of the bacilli. It would be well, therefore, if in the hospital an isolation ward were provided wherein all patients of this character could be kept.

The building has the kitchens and dining-rooms located in the basement. Not only do the officers and nurses eat in these dining-rooms, but such patients as are able to leave the wards descend to the dining-rooms for their meals. The kitchens and pantries are separated from the dining-rooms by a hall. These rooms were, at the time of inspection, clean and well appointed, although the plastering showed many signs of age. It would be an advantage to the entire hospital if the buildings were equipped with steel ceiling to cover the present plaster.

In the basement of the wing the laundry is located. It is equipped with stationary tubs and has a boiling-kettle. The floor is of stone and the ceiling is broken. There are two hand-power washers used. All the ironing is done by hand. It would be beneficial if a small steam power laundry were installed, as the character of the work to be done requires exceptionally thorough cleansing of the clothing to prevent communication of disease.

The first floor is used for the offices of the institution and the quarters of the employes. The floors seemed to be somewhat worn in the rooms and hall. The floor was scrupulously clean in all parts. There is a day room which is used by the patients who are convalescent. One feature on this first floor which should be changed is a water-closet located in the hall with ventilation directly into the hall.

The second floor is devoted to the patients. There are rooms or wards for the patients and a fine operating room for surgical cases. The latter room has a cement floor and is well equipped. There are three congregate wards on this floor besides small rooms devoted to the patients.

The third floor has, besides the separate rooms intended for the patients, two cell-rooms used for restraint. Many cases of delirium tremens are taken to this hospital, and occasionally an insane patient, and these cell-rooms are used on such occasions.

The attic was found to be thoroughly clean, and, in fact, the entire building was in a very commendable degree of cleanliness, showing that the officials in charge had taken pains to put the building in proper condition.

The fire protection of the institution is the fire department of the city, supplemented by chemical extinguishers and some hose in the building.

The ventilation is very fair, and the drainage has connection with the sewer system of the city. On the whole, the hospital is a credit to the city of Utica. If the floors were renewed with hard wood, and waxed, and steel ceiling used instead of plaster, the hospital would be greatly benefited. It is to be hoped that in time these improvements will be made.

THE MUNICIPAL LODGING HOUSE (ONONDAGA COUNTY), SYRACUSE, N. Y.

Inspected August 15, 1900.

Among the many problems with which municipalities have to deal, that which concerns the relief of the homeless poor is one of the most important. For the ordinary class of indigents, those

who by bodily infirmity, or by reason of advanced age, are incapable of labor, provision has been made in the public almshouse; but for the class of unfortunates who by circumstances are left homeless, although able to labor, there is usually no suitable provision.

The able destitutes may be divided into two classes: those who are willing to work and those who are unwilling. Among the former may be found many who are not capable of employment in competition with the average laborer, owing to lack of skill, but there are also to be found in this class many who are equal to the average workman in the special forms of labor to which they have been trained. The willing vagrant, with no desire for self-support, is entitled to little sympathy, and requires to be dealt with harshly. For this class the pains and penalties of a workhouse with enforced labor is the best deterrent.

The great difficulty is that the workhouse or penitentiary is a workhouse in name only; the prisoners are not required to work, and under the present law there are but few forms of work in which it is possible to employ them, hence vagrants sent to the jails or penitentiaries usually live in ease, and take a sentence as a privilege. Some radical change should be made in the laws, in order to make the penitentiary a place of real punishment. Some form of labor exacting constant diligence and attention would be beneficial as a curative agent for vagrancy. Wherever laws have made compulsory labor a part of the prison discipline, vagrancy has been checked; and until there be a return to this system, little advance in the conflict against pauperism is to be hoped for.

In the case of the unemployed and homeless who are willing to labor, there is a different problem presented. Every man and woman willing to work to earn daily bread is entitled to employment which will secure it. When individual efforts have failed to find employment, it is the duty of the charitably disposed and of the municipality to assist, so far as may be necessary. Experience has proven that the test of actual labor speedily separates the deserving from the undeserving. If one is found will-

ing to labor in undesirable forms of work, and for a compensation barely sufficient to secure food and lodging, it is a safe presumption that the same person will work more zealously and faithfully for a better compensation; hence it is that wherever the labor test has been applied, it has proven successful.

The history of municipal lodging houses is not very old nor does the idea of this form of public charity seem to have been extensively adopted. Until within a comparatively few years the homeless poor were compelled to rely for shelter and food upon the almshouse, the police station, or private charity. As the latter now protects itself through the charity organization societies, the urgent needs of wayfarers compel application for relief to public charities. In the rural districts the open doors of the almshouses furnish temporary shelter, but in the cities and larger towns the police station was the usual shelter. What the police station was and is when used as a lodging house is a matter of common knowledge. The vice, filth, vermin, and shame were public scandals in all our large cities. Self-respecting, although unfortunate, men and women preferred to endure the rigors of the streets in cold and stormy weather rather than breathe the impurities or participate in the horrors of the station tramp room. Under these conditions a reform in method was necessary for the protection of the public, to say nothing of fair treatment to the unfortunate. Private charity first undertook to grapple with the problem of properly caring for transients, and the wayfarers' lodges, the wood yards, and rest inns were the result. These all proposed to furnish lodging and employment in return for a number of hours' work. They gave opportunity to self-respecting men to return in value all that was spent for their relief. Coupled with baths, reading rooms, and decent beds, the wayfarers' lodges and wood yards were a decided advance upon anything which had preceded them.

Boston, Washington, Philadelphia, New Haven, St. Louis, New York, and other cities put the idea into practical operation and demonstrated the necessity for their existence, but the wayfarers' lodges largely depend upon the contributions of private

individuals. Although they co-operated with the public officials in the endeavor to prevent vagrancy and beggary, they were compelled to rely almost entirely upon private charity. It was conceded by those who studied the problems of poverty that the municipality had a duty in this direction, and the success of the wayfarers' inns led to the establishment of the municipal lodging house. In some of our larger cities the municipal lodging house exists as a shelter solely, and therefore has taken the place of the tramp room in the station house. It makes no pretentions of assistance in finding employment, nor is there a great effort to restrict the benefits of the institution to the deserving; the nearest approach to restriction is the registration of applicants, and the rules which limit the number of days during which an individual shall receive shelter, the return after the expiration of the limit usually resulting in arrest and committal to either an almshouse or a jail.

Perhaps the best type of a lodging house of this character is that established in the city of New York. This lodging house has accommodations for about 300 men and 25 women. It provides a bath, shelter, supper and breakfast for applicants, over whom oversight is exercised during the time they are in the shelter. If applicants fail to either find work or "move on" within a limited time, they are arrested and committed to Blackwell's Island. This institution has no form of work for its inmates and is a free charity.

The city of Syracuse, like others of the larger towns, has felt the pressure of vagrancy for many years, and the establishment of the Municipal Lodging House is an experiment designed to enable the charitably disposed among our people to feel assured that the assistance given by the public under the name of charity, is worthily bestowed.

The Lodging House is located in the three-story brick building on Market street, directly fronting the city hall. It is under the management of Mr. John Hazeltine, who has been the superintendent since the city adopted this method of sheltering homeless men and women. The building was formerly used as a cheap

lodging house, but in June, 1899, it was leased to the city at a rental of $100 per month. It was opened as an experiment, and in fact it *is* an experiment up to the present time, for although it has been in operation for over a year, it is too early to say that it has solved the problems connected with sheltering the homeless poor. It has been carried on long enough, however, to do a great deal of good, and also to prove that along its lines it is possible to reach out a helping hand to a class of needy and deserving people, and thereby assist them in tiding over an emergency which otherwise would send them to a county almshouse. It is to be understood that primarily the lodging house is intended for persons who may be seeking employment and who are not residents of the city, nor of Onondaga county. At the same time it is intended to discourage tramps from making Syracuse a rendezvous.

Shelter and food are furnished in the lodging house, but in all cases the relief must be paid for by labor. Four hours' work secures supper, bed, and breakfast, and when this labor is performed the applicant for relief has the remainder of the day at his disposal to seek for steady employment. Under the rules those who apply for lodging are permitted to remain in the house for fourteen days, but no longer, it being held that reasonable diligence will either find permanent work in that time or demonstrate the impossibility of finding it in the city.

When the applicant for shelter enters the office in the lodging house, he is closely questioned as to his personal history, and the essential facts concerning his identity are recorded. After this he is sent to the bath and given a supper. The evening is usually passed in the reading room or in a general room until bed time. The morning call is sounded at 6.30, and at 7 o'clock breakfast is served. At 8 o'clock each morning the men are sent out in charge of a policeman, who is specially appointed for the lodging house, and for four hours the men work on the streets, breaking stone, cleaning alleys, or doing such work as may be required at their hands. Breaking stone is considered the hardest form of labor, and only those are put at it who are able to

do hard work. The health officers usually have premises which need cleaning out, and to this work men are sent who are not as strong as those assigned to the rock pile. The street sweeping gang attend not only to crossings, but to back streets overlooked by the regular city street cleaners, and thus many a street which ordinarily would be neglected is thoroughly and regularly cleaned by the lodgers. Men who refuse to work are adjudged tramps and taken to the courts for disposal. As the morning is required to work for shelter and food, the afternoon is left to the disposal of the men. No midday meal is served, but as the breakfast and supper are substantial, the men do very well on the two meals furnished them until they obtain employment for wages.

For breakfast the men have coffee, bread, crackers, potatoes, and some kind of meat, as pork and beans or corned beef. The supper is substantially the same as the breakfast, except that there is usually a stew or soup in place of corned beef or pork.

THE BUILDING.

A description of the building itself will prove of interest. It is three stories high. The first floor is devoted to administration, having in the front a large room used as an office, with tables for dining in the rear. Back of this room are the kitchen and store rooms. The kitchen and connected store rooms are not at all conveniently arranged for light and ventilation, but as this building is a makeshift, it is not to be expected that it could be found satisfactory in all its parts. Perhaps the fact that there are so many deficiencies in the building will eventually lead to a change of quarters into a building better suited for the peculiar work of the lodging house.

The dining tables will accommodate fifty persons. They are usually covered with white oilcloth, and when the room is lighted up at supper time the tables look inviting. One difficulty about this dining-room is that the office and dining-room are together, and, the offices occupying the front of the room, the

tables have to be set in the rear, where air and daylight are not as ample as is desirable.

The kitchen is furnished with a large range, has hot and cold water for the sink, and is supplied with the usual kitchen furniture.

The second floor is devoted to the reading and sitting rooms, the lavatory and bath rooms, and other small rooms for lodgers. The reading room is kept well supplied with papers, books and magazines, so that the men may pass the evening hours pleasantly in reading or playing various games. On this floor the rooms for men have 40 iron bedsteads, most of which are for double beds. In the front room there are two cells intended for insubordinate cases, where such are confined until the police can take them away, or they be otherwise disposed of.

On the third floor there is a part devoted to female applicants. This contains six beds, and is entirely separated from the part used by the men. Throughout the house each bed has a wire spring and flock mattress, a thick comfort, sheets and pillow cases.

SAFETY.

The house is lighted by electricity, but has to depend upon stoves for heating. The entrance to the upper part is from a hall which opens into the office. The upper floors are so cut up into rooms that in case of fire they would be difficult to escape from, and it is fortunate that the fire department is so near. In case of fire on the first floor, escape by the stairs would probably be cut off, and the inmates would have to depend upon the department for relief. This is especially true of the part devoted to the women, for the effort to make it separate from the dormitories of the men has cut it off from the direct entrance, and the involved passages would prove confusing in time of danger, and would also probably fill with smoke, making them impassable.

The bath room is not what it ought to be in a lodging house, where the character of the applicants for relief requires the

greatest precautions to prevent the communication or spread of disease. In such an institution as this the only bath which will prove satisfactory is the shower, or spray bath, which assures immunity from disease by contact with tubs. In addition to this there should be such other sanitary conveniences as will promote the cleanliness of the inmates and of the institution.

FINANCES.

It is claimed by the superintendent that the Municipal Lodging House has proven a great success financially, as well as done a great work in clearing out the tramp element from the city. This claim is based upon the fact that the work of the men is charged to the city at the same rate the city pays its regular employes for similar work, and taking the number of hours' work done for the city as an offset to the appropriation, the claim is made that the city is the gainer financially. In the matter of the second claim, that the tramp element has been decreased, the statement is that the police believe that the city is no longer made a gathering place or rendezvous by the tramps, as it had been before the establishment of the lodging house, and that also the number of commitments to the penitentiary has decreased since the opening of the house. Of course it is not possible to verify this latter claim, for a decrease in commitments may be due to a number of causes, and not be at all traceable to the influence of the lodging house. It is possible, however, to analyze the figures upon which the claim of financial success is based. The work which has been done will be seen from the following table, which shows the number of lodgers cared for since the house was opened and up to August 1st of this year.

1899.

August	195
September	271
October	571
November	649
December	751

1900.	
January	671
February	570
March	678
April	420
May	332
June	249
July	214
	5,571

Each of these represents four hours' work, estimated to be worth to the city 75 cents, or a total of $4,178.25 for the year's work. But in addition to those who received the equivalent of four hours' work in entertainment, there are others who have taken only meals and given work in exchange. For each meal given one hour's work was expected in return, and this has amounted to a total of 1,308 hours' work for the same number of meals. In 1899, from August to December inclusive, this item was a total of 674 meals, and from January, 1900, to July, inclusive, it amounted to 634 meals. The total value of these 1,308 hours' work, according to the standard fixed by the institution, is $245.25, making a total value for work done for the city of $4,423.50. In addition to this the lodging house has been paid by the county for cases properly chargeable to the county, and from this source has received about $800.

The expense for fitting up the lodging house was $1,126, and as the total salary list and rent amounts to $4,544 for the year, the total outlay, excluding supplies of all kinds, for the same time was $5,670, so that the institution, even taking the figures of the superintendent, can hardly be said to be self-supporting.

The standard of value fixed for each hour's work is excessive, considering the character of the work performed and the efficiency of the men who do it. For common labor, $1.50 for eight hours' work is not the general price, even though the city does pay some of its workmen 75 cents for each four hours. As the

work is necessarily of a perfunctory character its value is much less than that of the work done by the regularly employed laborer. In fact it is only fair to assume that its value is not to exceed one-half that of the regular employe, so that from this point of view the returns are only about one-half what the superintendent estimates them to be.

Another item on the credit side of the ledger is $800 chargeable to the county. There is no reason why the county of Onondaga should be compelled to pay this lodging house for the maintenance of lodgers whose work is supposed to be a full equivalent for their entertainment. It appears, however, from the figures, that the lodging house receives double price for county cases, that is, work from the men, and money from the county. If the men do the work the county ought not to pay, and if the men are not able to do the work they should be sent to the almshouse. In this way the Municipal Lodging House will retain its character as an independent institution, maintained by the city and the labor of the lodgers, and there will be no possible confusing of sources of income.

When other things, however, are taken into consideration, the showing becomes more satisfactory, for it is to be remembered that this is a public charity, and is an effort to solve the problems connected with unemployed and homeless people. Every dollar's worth of work obtained from the men of the lodging house is so much clear gain, for in one way or another these men would have obtained their food and shelter from the taxpayers. Before the establishment of this lodging house the tramps infested all parts of the city and begged from door to door. Now every applicant for food who calls at a store or private house or accosts people on the street can be directed to this institution, with the assurance that food and shelter will be obtained in exchange for a reasonable amount of work. Thousands of small tickets whereon it is stated that bath, supper, lodging and breakfast will be furnished for four hours' work have been distributed in stores and private houses, and are given to applicants. The directions to the lodging house are plain. Any policeman on the

street will tell how to reach it, and the assurance of help is sufficient to satisfy any honest man seeking employment and needing temporary shelter; and the ticket serves also as a warning to the tramp that the city is no longer willing to feed him for nothing. It must not be claimed, however, that the city is free of tramps, because they still continue to accost people upon our streets, especially in the evening, and the work of the lodging house will have to be supplemented by vigilance on the part of the police in arresting tramps and having them committed to the penitentiary at hard labor.

As has been said, the total salaries amount to $3,344, which provide for a superintendent, three clerks, one policeman, and a matron. The superintendent, besides his duties in connection with the Municipal Lodging House, is the keeper of the city pound, and has the care of all stray and unlicensed dogs, but for this work he receives no extra compensation, and it would seem as though the union of these two offices is rather incongruous.

RESULTS.

It is hardly possible to make a satisfactory showing of results because the institution has not been in operation long enough to have passed the experimental stage, but of those who have received the benefits of the lodging house, it is said that over 500 have found permanent work through the assistance of the superintendent, and if this be true it fully warrants the cost of maintenance. The superintendent makes an effort to find people who need labor, and offers labor of a suitable kind to fill every vacancy. Where the men are honest and capable the services of the superintendent are valuable in thus bringing the laborer and the employer together.

Outside of the lodging house there is a related work which is carried on by the superintendent and his assistants. This is the distribution of clothing and other supplies to the worthy poor, supplies received entirely from private sources and entrusted to him for proper distribution. Last winter 23,000 articles of clothing, 700 pairs of shoes and rubbers, 42 tons of coal, and about

$200 in money were thus distributed. The men able to work are expected to do light chores in return for clothing or coal, thus preserving their self-respect and enabling them to purchase what they needed at a small price, while women and children who were found to be in real need were freely helped. All the laundry work and sewing for the lodging house is usually done in return for assistance.

While this related work is a true charity it has properly no connection with the Municipal Lodging House, and can be equally well, if not better, done through the various charitable societies of the city. It has probably been undertaken by the superintendent because of the need which his examinations have disclosed, but the tendency of a work of this kind, carried on directly by the city or through its officers, is hurtful in the end rather than helpful, and it were better entirely committed to the Charity Organization Society, where careful inquiry will prevent imposition and check voluntary dependency.

NEEDS.

The first great need of this institution if it is to be permanent is a suitable building. Thus far the work has succeeded in spite of the drawbacks incident to a badly arranged and unsuitable building. A building detached from others, equipped with means for protection against the dangers of fire, and so arranged as to secure thorough ventilation in all parts is an essential in this kind of work. There ought to be means whereby all clothing worn by applicants may be thoroughly fumigated, and if necessary washed also, so that no lodger need take any clothing into the dormitories save such as will be clean.

In the City Lodging House in New York, each lodger enters the basement; here his clothing is taken from him, put into a fumigator, and after being subjected to a degree of heat sufficient for the destruction of all vermin and germs, it is placed in netting bags and put away until the following morning. The man himself is thoroughly bathed, furnished with a warm nightgown, and conducted to one of the dormitories on the upper floor. Into this dormitory he takes nothing of his own, so that there is

no danger of fire from matches or smoking. In the morning he is given his own clothing, and discharged from the institution a clean man.

Our present building is heated by stoves, which are always dangerous, and especially so in an institution of this character. The building should be heated by steam, and have sufficient power and machinery to do all of its work within its own walls.

The next great need is complete separation of the sexes, not a separation by partitions in the same building, but a separation of buildings, each sex in a different locality, and removed as far as possible from the other. Comparatively few women apply for shelter at any one time, but in the course of the year the number relieved is considerable, and doubtless were there a separate building for women, very many who are now unwilling to apply for assistance would go to it rather than risk the dangers of the street. Many women are deterred from making application because the Lodging House is located so near to police headquarters, and the women fear that they will be regarded as vagrants and be turned over to the police. With a suitable building in some other place, such women would be more willing to seek this form of relief, and it might prove the salvation of many.

Pending the time when a new building will be secured for the Lodging House, the present building should be made as safe as possible from all the dangers of fire. For this reason it will be better to have congregate dormitories in this building than small rooms intended for one or two persons. This will secure better ventilation, and diminish the fire danger by removing much combustible material, and make the exit much easier.

Some form of fire-escape should be attached to both front and rear of the building, and a second stairway opening directly upon the street be arranged from the upper floors.

The use of double beds is not to be commended in an institution of this kind where only too often the moral tone of the lodgers is decidedly low. The beds should be single, so that no two persons could sleep together, and under such watch that the lodging house may not be used as a school in vice. It is

because the congregate dormitory can be more easily kept under observation by the night watchman than the small rooms that it is to be preferred.

The experiment is well worth observation and continuance, and if it enable the public to assist the worthy and homeless unemployed, all the expense of its maintenance ought to be cheerfully borne. There is a tendency, however, in institutions of this character to degenerate. The ideal is always high, but the administration usually falls far below the ideal. If there be failure it is always due to inefficiency in management or to the introduction of politics, and the abuse of the institution by making it a vehicle for indiscriminate charity. Rounders soon make it a place of regular call, and when all other resources fail are willing to do the necessary work, preparatory to another tour of idleness. It is not possible to elimate altogether this class from the assistance of the institution, but efficient management will minimize the evil.

To make the lodging house thoroughly successful there ought to be close co-operation with the police department, and whenever any of the above mentioned character are found, they should be turned over promptly to the police for punishment. If the penal laws do not provide for hard labor in the penitentiary, there should be an amendment by which the prison shall be made a place of punishment rather than a house of ease and comfort. Thus co-operating, the tramp element would soon be made to give the city a wide berth. The fact that the Municipal Lodging House and the police should co-operate, however, does not imply that the lodging house should be "cheek by jowl" with the station house. On the contrary, it would be much better were it removed a considerable distance, for the tendency is to associate its lodgers with the class which formerly abounded in the police station, and self respecting men and women dislike to have any associations with the police. We will watch the experiment as it develops further with great interest.

Respectfully submitted,

D. McCARTHY,

Commissioner Fifth Judicial District.

Statistical Summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble-minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Herkimer	62	24	86	2	0	23	4	27	4	8	2
Jefferson	54	49	103	5	0	24	25	49	2	6	0
Lewis	30	13	43	1	1	12	4	16	2	5	2
Onondaga	132	59	191	1	0	40	21	61	8	9	6
Oneida	157	88	245	2	2	52	37	89	10	20	3
Oswego	41	23	64	0	1	12	7	19	6	5	13
Oswego city	22	14	36	0	1	10	4	14	0	2	3
Total	498	270	768	11	5	173	102	275	32	55	29

REPORT

OF

Visitations of Almshouses

IN THE

SIXTH JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

I have the honor to report that the several almshouses within the Sixth Judicial District have been regularly and thoroughly inspected within the past year. I have personally visited all the almshouses in company with the Superintendent of State and Alien Poor, and have observed their condition and methods of administration; thus the conclusions based upon the reports of the almshouse inspectors have been confirmed by personal observation.

It is a pleasure to be able to report that the general condition of the almshouses of this district marks a steady advance along the lines of more complete equipment and more satisfactory administration. The various changes which have been made in the institutions indicate an intention upon the part of supervisors, superintendents, and other officials, to make the almshouses as nearly satisfactory as possible, and to embody in them the suggestions of an enlightened public spirit.

IMPROVEMENTS.

The necessity for better hospital equipment has been recognized to a certain extent, and it is anticipated that in the near future special hospital facilities will be provided for each almshouse. It is clearly recognized that it is an unwise policy to associate sick inmates with those who are comparatively well, whose only ailment may be said to be the infirmities of old age. There can be no doubt that a properly appointed hospital is a necessary part of an almshouse group of buildings, and until such hospital be provided the group will remain incomplete. Fortunately the necessity for the hospital has been recognized,

and in some of the counties the sick now have that separation which is essential to their confort.

Another improvement which is always desirable is such protection against the fire danger as will assure safety to the inmates under the excitement incident to a fire in the building. The ordinary fire-escape does not assure this measure of safety, and as almshouse buildings have an enfeebled population, there is grave danger of loss of life unless the form of fire escape be such as will secure speedy and safe exit from the dormitories.

WATER.

In order that there may be safety from fire, there must be an abundant supply of water. In several of our counties during the past year, the water supply became somewhat meagre. Steps should be taken to assure a permanent and ample supply under all conditions and in all seasons. But water is essential for the health and sanitation of the institution, as well as a protection against the danger of fire. For this reason the quality of the water should be such as to make it conducive to the general health. It was noticed that some of the sources of water supply within this district were liable to pollution. This should be guarded against, and all drainage from institutions should be directed in such manner as to assure the purity of the water supply.

ABLE-BODIED.

The necessity for protection of almshouses against able-bodied people determined to be maintained at public expense increases as the years go by. The short-sighted policy of certain justices of the peace and other officials in sending able-bodied vagrants and disorderly characters to the almshouses is to be deplored. Remonstrance has not checked the evil, however, and it would appear as though the only way to prevent this abuse of our almshouses is through the enactment of an amendment to our penal code. It is hoped the coming Legislature may be induced to pass such a law. If this be done, the almshouses will be reserved

for the indigent and worthy poor, for whom the institution was originally intended.

The notes of inspection of the several county almshouses are appended.

BROOME COUNTY ALMSHOUSE, BINGHAMTON, N. Y.

Inspected August 13 *and* 14, 1900.

Since the last report very few changes have been made in this almshouse. Its condition, however, is such as to indicate careful management. It is cleanly in all parts, and the inmates are contented and well cared for.

The water supply is drawn from a driven well located under the men's building. This is not an ideal location for a well. It would be better were there a well entirely removed from the possibilities of contamination.

The hospital building intended for the women, while it is adequate in size and well equipped, needs a number of repairs and a better heating system. It is badly located, but, with the indicated repairs, will do.

There is need of fire-escapes for the dormitory buildings, and these escapes should be of a substantial character. The plumbing needs attention. The old style flush water closets are worn out, and should be replaced by new ones of the modern type. The laundry is hardly large enough for an institution of the size of the Broome County Almshouse. There should be at least one more washer of a large size devoted to hospital service, and a small additional washer ought to be provided to do the necessary laundering for the keeper and attendants. If in addition to these there were a larger engine and a mangle, the laundry would be satisfactory.

The question of steam heating for all the buildings has been discussed before. In a majority of the buildings the heating appliances are inadequate. If steam heat were provided there

would be increased comfort as well as a saving of fuel and the lessening of danger from fire.

One other need must be mentioned. In an institution of this size a morgue is necessary, and a small building should be provided for the purpose.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	80	36	116
Children under two years	2	1	3
Children between two and sixteen years.	0	1	1
Number of blind	1	0	1
Number of deaf-mutes	0	1	1
Number of feeble-minded	3	2	5
Number of idiots	10	4	14
Number of epileptics	3	0	3
Persons over seventy years old	27	16	43

CHEMUNG COUNTY ALMSHOUSE, BREESPORT, N. Y.

Inspected August 11, 1900.

The condition of this almshouse has been greatly improved during the year. A new building intended for the superintendent's home, as well as for administration, work and service, has been erected. Repairs are also being made to the buildings now used for these purposes. It is contemplated to improve the water supply, so that it may be conducted by gravity into a reservoir. The heating of the institution is by steam and hot air in the principal buildings, but stoves still continue in use in some of the smaller ones.

In the matter of care of the sick, the entire separation has not been accomplished, for the men are attended in four rooms on the main floor of the brick building devoted to the males, and the women upon the second floor of their wooden building. Some

cases are isolated in cottages. It would be well were there a separate building devoted entirely to hospital purposes.

NEEDS.

The chief needs of the institution are:

1. Better protection from fire. There should be standpipes with connected hose in the principal buildings, as well as a supply of chemical extinguishers.

2. A steam power laundry plant: one of sufficient size will be of great value to the institution.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	46	33	79
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	2	1	3
Number of deaf-mutes	0	1	1
Mutes (not deaf)	1	0	1
Number of feeble-minded	2	1	3
Number of idiots	4	3	7
Number of epileptics	1	2	3
Persons over seventy years old	17	14	31

CHENANGO COUNTY ALMSHOUSE, PRESTON, N. Y.

Inspected August 16, 1900.

The principal improvement to this institution during the year is in the matter of better quarters for the sick. Two additions intended for the accommodation of the patients have been made to the building.

The provision for escape in the event of fire is inadequate. There is one central inside stairway on each side of the building, but no fire-escapes. Four ropes and three ladders have been provided by the new Superintendent, but neither ropes nor

ladders are a proper provision for the safety of the inmates. A suitable system of fire-escapes should be attached to the buildings.

It was a pleasure to note the cleanliness and general order of the buildings. Additional accommodation in the matter of stairways will further assist in this direction.

NEEDS.

The principal need is in the line of protection from fire. This is especially necessary for the hospital, which would prove difficult to empty in case of fire. In the same connection there ought to be some other system of lighting than that of kerosene lamps. Two explosions of lamps have occurred during the past year, and as long as kerosene is used for illumination there will be danger.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	45	23	68
Children under two years	0	0	0
Children between two and sixteen years.	0	0	0
Number of blind	0	1	1
Number of deaf-mutes	0	0	0
Number of feeble-minded	9	7	16
Number of idiots	1	1	2
Number of epileptics	0	1	1
Persons over seventy years	18	9	27

CORTLAND COUNTY ALMSHOUSE, CORTLAND, N. Y.

Inspected August 6, 1900.

This institution remains practically in the same condition as when last reported upon. No special improvements have been made, although some are needed. The cleanliness and good order deserved commendation at the time of inspection, especially as the building formerly used for the insane is difficult to keep clean.

NEEDS.

The needs are:

1. Increased storage capacity for water from the springs. There is not to exceed a single day's supply in the reservoir at any one time. The supply pipe leading to the building from the reservoir should also be increased. This would assist in making the premises safer from fire. At the present time there are no facilities for fighting fire, and some should be provided at once.

2. A new barn also is needed, and when it is built should have a silo in connection with it.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	28	14	42
Children under two years	0	0	0
Children between two and sixteen years.	0	0	0
Number of blind	0	1	1
Number of deaf-mutes	0	0	0
Number of feeble-minded	1	2	3
Number of idiots	1	3	4
Number of epileptics	0	1 (68 yr.)	1
Persons over seventy years	15	6	21

DELAWARE COUNTY ALMSHOUSE, DELHI, N. Y.

Inspected August 18, 1900.

This institution is at the present time in good repair, and is well painted inside and outside. An iron fire-escape has recently been put upon the rear of the main building; a shower bath with hot and cold water is provided for the "White House;" and a number of chemical fire-extinguishers are now distributed about the buildings. Another important improvement was the covering of two halls and four rooms with pressed steel. The water supply, also, has been improved by the building of a reser-

voir having a capacity of about five hundred barrels; from this reservoir a two-inch pipe carries the water, under a good pressure, to the buildings. This institution was commendably clean and neat, apparently well managed, and the inmates seemed contented.

NEEDS.

The needs are:

1. A small power laundry.

2. Some better illuminant than kerosene, which is always dangerous.

3. An assistant for the matron, as the great bulk of the housekeeping work is now done by her.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	29	11	40
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	1	0	1
Number of deaf-mutes	0	1	1
Number of feeble-minded	10	1	11
Number of idiots	1	1	2
Number of epileptics	0	0	0
Persons over seventy years	10	5	15

MADISON COUNTY ALMSHOUSE, EATON, N. Y.

Inspected August 16 *and* 17, 1900.

The buildings of this institution still require considerable repairs, although during the year the main floors and basements of the former insane asylum have been put in good condition. The floors of the basement are of cement, and the ceilings have been covered with steel; considerable painting and papering has also been done. The old "Tramp House" is practically beyond the

stage when repairs will be of much service. In this building the laundry is continued in the basement, but its pounding barrels and tubs are entirely inadequate and should be replaced by a small power laundry.

FIRE PROTECTION.

The matter of fire protection is of such great importance that special stress is laid upon the necessity for adequate means of exit in case of fire. The number of disasters in institutions, owing to lack of means of escape, are a warning that each almshouse should be thoroughly equipped with fire-escapes. In this institution there is one stairway which runs from bottom to top of men's building, and two of the same character in the women's building, but there are no fire-escapes. In the insane asylum building, now remodeled, there are two stairways. It would be well to equip these buildings with special fire-escapes of the most perfect pattern.

CARE OF THE SICK.

The space devoted to the care of the sick is upon the main floor of the men's building, where two rooms with a capacity for thirteen beds are set apart. There are so many outbuildings that it will be possible to rearrange one for use as a hospital, and the cost of repairs will be more than compensated by the improvement in the general health.

The grounds are well kept and attractive, with a beautiful garden. The housekeeping department deserves commendation.

NEEDS.

The needs are:

1. A power laundry.
2. Indoor flush water-closets for both men and women.
3. Shower baths for both sexes, with more modern bathtubs, as well as a bathroom for the use of the Superintendent and other officials.
4. A hospital building and a change in the drainage system.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	53	36	89
Children under two years	1	1	2
Children between two and sixteen years	0	0	0
Number of blind	5	1	6
Number of deaf-mutes	0	1	1
Number of feeble-minded	10	2	12
Number of idiots	0	3	3
Number of epileptics	3	1	4
Persons over seventy years old	25	17	42

OTSEGO COUNTY ALMSHOUSE, COOPERSTOWN, N. Y.

Inspected August 21, 1900.

The general condition of this institution is substantially the same as it was at the time of last report. Some improvements have been introduced which add to the comfort of the inmates, but a fire has destroyed the barn.

This almshouse has been equipped with eleven flush water-closets; 350 feet of cotton web hose have been provided to fight fire; and ventilating flues of galvanized iron have been put in place.

This is one of the oldest buildings in this State erected for the care of the poor, and will require considerable remodeling to make it conform to the requirements of to-day. If the Superintendent were provided with a house for administration purposes, separate from the dormitory buildings, it would enable him to greatly improve the conditions and rearrange the work and service department. Probably in time the county will provide a new group of buildings, making use of so much of the present plant as can be adapted to requirements.

NEEDS.

Besides the new buildings the needs are:

1. A power laundry, with ample facilities for taking care of soiled clothing.

2. A shower bath for the males, as the bathing facilities are inadequate.

3. A fire-escape for the men's building.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	69	28	97
Children under two years	0	1	1
Children between two and sixteen years	0	0	0
Number of blind	3	0	3
Number of deaf-mutes	0	0	0
Number of feeble-minded	3	7	10
Number of idiots	8	3	11
Number of demented	3	5	8
Number of epileptics	3	0	3
Persons over seventy years old	36	12	48

TIOGA COUNTY ALMSHOUSE, OWEGO, N. Y.

Inspected August 9, 1900.

This is one of the counties in which there are more buildings than are actually required for almshouse purposes. The buildings as a whole are in good condition, although some of them need painting. The principal defect in this almshouse is in the matter of heating. Coal stoves are too dangerous, where the inmates are generally irresponsible or helpless, and some better system should be provided. Fortunately there is good water power, and with hose and hydrant protection the buildings are comparatively safe, although there are no outside fire-escapes. There are two stairways leading to the quarters of the inmates of each sex, but a fire-escape will be an improvement.

The other needs are an indoor flush water-closet for the use of the men, many of whom are old and feeble; and repairs to the walls of the women's building.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	23	15	38
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	0	2	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	0	2	2
Number of idiots	3	0	3
Number of epileptics	0	0	0
Persons over seventy years old	8	9	17

TOMPKINS COUNTY ALMSHOUSE, JACKSONVILLE, N. Y.

Inspected August 8, 1900.

This institution, while it has been repaired to some extent during the year, remains substantially in the same condition as at last report. The improvements consist of a veranda along the women's building and the introduction of some hose for fire protection, together with an increase of the boiler capacity.

The residence and work and service building are in good repair, and when inspected were found in good order and clean. The fire-escape provided for the women's building is of wood, which is not safe. In case of a fire the fire-escape would be as likely to burn as any other part of the building, and so would be an additional source of danger.

NEEDS.

The needs are:

1. Means to lift the water to the tanks. The present dependence is upon a windmill, which is small, as well as unreliable.

If there were a steam power or hot air pump, the water supply would be ample.

2. Shower baths for men and women.

3. A small power laundry.

4. For several years the danger arising from the proximity of the horse barn has been noted. It is so close to the hospital that the odors from piles of manure, and the great numbers of flies attracted by it, prove a serious annoyance. The tendency of flies to spread disease makes the presence of the horse barn a menace to the health of the institution. It should be removed to a more distant location.

5. Flush water-closets are needed upon the main floor of the women's building, so as to obviate the necessity of going down into the ill-lighted cellar.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	39	17	56
Children under two years	0	0	0
Children between two and sixteen years	3	0	3
Number of blind	0	0	0
Number of deaf-mutes	0	0	0
Number of feeble-minded	3	4	7
Number of idiots	2	3	5
Number of epileptics	0	0	0
Persons over seventy years old	22	6	28

SCHUYLER COUNTY POOR.

The poor of Schuyler county are cared for under contracts with private individuals, by which the dependents are boarded out in families. It has been the universal experience in this and other States that this manner of caring for the dependent poor is promotive of neglect and conducive to the spread of pauperism. The farming out of public responsibilities to the lowest bidder

inevitably leads to many abuses. The poor are not properly housed, clothed or fed, and are permitted to wander about at will, to the annoyance of the public. When not only the indigent are thus boarded out to the lowest bidder, but as well the idiotic, the feeble-minded, the epileptic and the blind, the probability of abuse is greatly increased.

The ordinary poor person is usually one enfeebled by reason of age or disease, and, save for the natural weakness consequent upon age, is capable of understanding distinctions between right and wrong. Probably the majority of our dependent poor believe in morality, and stand firm against ordinary temptations. The idiotic, the feeble-minded, the epileptic, and the defectives are not capable of withstanding temptations. Moral distinctions have little weight with them, and as a consequence they are easily made the victims of the vicious and degraded where opportunities are given, as they necessarily are under the system adopted in Schuyler county. The direct result is the increase of the pauper population by the offspring of these persons, added to which is the increase due to the influence of this class upon the general community. That the Schuyler county system is unwise is beyond dispute; that it leads to the growth of pauperism and the abuse of the unfortunates the records of the State bear witness. But even upon the score of economy the system is a failure, for while dependents may be boarded out at an average rate of $1.50 per week per capita, the pressure upon the resources of the county is increased many times by the debasing effect of this system of doling out relief to the poor. In contrast the natural tendency of the almshouse system is to develop a purpose of self-support among the able-bodied, and through pride and self-respect (which is seldom entirely dead), it compels those who under the outdoor relief system become dependent, to support themselves by industry rather than go to an almshouse, and thus publicly acknowledge inability to care for themselves.

Under the Schuyler county system of outdoor rlief and its boarding-out plan, there can be no proper oversight of the recipients of public bounty. There can be no suitable discrimina-

tion whereby lines are sharply drawn to stimulate the feeling of shame at dependence. Beside which, from the fact that neighborhood associations remain as before, the system of boarding out has the direct effect of weakening the spirit of independence. Schuyler county has tried this system for many years, and from every viewpoint "boarding out" has proven a failure. The county needs an almshouse in order that the tendency to pauperism may be checked; in order, too, that the nests of paupers wherein the young are being trained to dependence may be broken up; in order that there may be a proper care of the feeble-minded and other defectives; and also in order that the direct increase of public expense may be checked. The inspection of the poor of Schuyler county has shown that it is costly; that many of the dependents have been abused; and that the system has fostered immorality. The sooner, therefore, the authorities of the county decide to do away with it, and to fall into line with enlightened philanthropy and progress, the better for the county and for the State. It is to be hoped that a county almshouse may be established in the near future.

Respectfully submitted,

PETER WALRATH,

Commissioner Sixth Judicial District.

Statistical summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble-minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Broome	80	36	116	3	1	27	16	43	3	5	14
Chemung	46	33	79	0	0	17	14	31	3	3	7
Chenango	45	23	68	0	0	18	9	27	1	16	2
Cortland	28	14	42	0	0	15	6	21	1	3	4
Delaware	29	11	40	0	1	10	5	15	0	11	2
Madison	53	36	89	2	0	25	17	42	4	12	3
Otsego	69	28	97	1	0	36	12	48	3	10	11
Tioga	23	15	38	0	0	8	9	17	0	2	3
Tompkins	39	17	56	0	3	22	6	28	0	7	5
Total	412	213	625	6	5	178	94	272	15	69	51

REPORT

OF

Visitations of Almshouses

IN THE

SEVENTH JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

The Seventh District comprises the counties of Cayuga, Livingston, Monroe, Ontario, Seneca, Steuben, Wayne and Yates. The almshouse of each of these counties has been duly visited by the officers of this Board during the past year.

As a result of such visitations and inspections several general features appear, to a greater or less extent, common to all.

In nearly all, the buildings are antiquated and but indifferently meet the demands that are made upon them. Attempts to meet these defects have been made from year to year by the several boards of supervisors, according to their views of the necessities arising therefrom. The tendency manifest in some counties is toward too narrow a view of expenditure. In such, the most frequent occasion for suggestion or criticism has arisen. In no almshouse in this district are there sufficient facilities for properly classifying and separating the inmates; in some cases means for proper separation of the sexes do not exist. While it is not proposed to support our county charges in luxury or in a condition better than that enjoyed by the taxpayer, this class of dependents can and must be supported in a condition which shows a due consideration for the self-respect, cleanliness and order of the wards of the public. The inmates of our almshouses are to be looked upon as more than groups of human beings, to be fed and housed in the easiest and cheapest manner. It must be remembered that while they are mainly a class of unfortunates, they include in their number a large body of respectable poor persons who differ from the degraded paupers. These demand special consideration and provision for their care.

On the whole the almshouses of the seventh district present

few defects of administration. Inadequate facilities and, in some cases, too great a disposition to economize in the care of their wards by the boards of supervisors are the chief matters calling for criticism.

The special features of each almshouse which call for comment are given.

CAYUGA COUNTY ALMSHOUSE, SENNETT, N. Y.

Inspected August 14, 1900.

This institution has been greatly improved during the past year. New plumbing facilities, bathing appliances, a new oven, and betterment and renovation of other buildings have given evidence of a progressive spirit on the part of the county authorities.

ADMINISTRATION.

This has been much facilitated by the improvements made in material conditions during the past year. Hospital facilities are insufficient. Better provision for the escape of the inmates of the buildings in case of fire should be provided.

RECOMMENDATIONS.

First. The addition of a suitable fire-escape.

Second. The establishment of a small hospital with accompanying provision for the care of the sick.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	44	22	66
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	1	0	1
Number of deaf-mutes	0	0	0
Number of feeble-minded	6	1	7
Number of idiots	0	0	0
Number of epileptics	4	1	5
Persons over seventy years old	14	9	23

LIVINGSTON COUNTY ALMSHOUSE, GENESEO, N. Y.

Inspected August 2, 1900.

In this almshouse no important, though much needed, changes have been effected during the past year. The buildings are more numerous than necessary, owing to the removal of the insane and the disuse of the former insane asylum buildings. These latter are occupied in part only, one being entirely vacant and rapidly falling into a ruinous condition in consequence.

ADMINISTRATION.

This continues unchanged since my last annual report. There are virtually no facilities for classification, and provision for the separation of the sexes out of doors does not exist. Separation is secured in the buildings by the interposition of the residence of the superintendent between the men's and women's quarters. No separate hospital facilities exist. All sick inmates are treated in their rooms.

RECOMMENDATIONS.

The recommendations of previous reports are here repeated. These involve the occupation of the unused building; the abandonment of portions of the older buildings; better fire protection; separate hospital facilities; improved and additional plumbing; the enlargement of windows and the adoption of heating by steam instead of by stoves, as at present.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	53	13	66
Children under two years	0	0	0
Children between two and sixteen years.	0	0	0
Number of blind	3	0	3
Number of deaf-mutes	1	0	1
Number of feeble-minded	0	2	2
Number of idiots	0	0	0
Number of epileptics	5	2	7
Persons over seventy years	22	6	28

MONROE COUNTY ALMSHOUSE, ROCHESTER, N. Y.

Inspected September 4th *and* 5th, 1900.

No important changes have been made in the buildings of this almshouse during the past year. All improvements and changes have been held in abeyance pending the consideration by the Supervisors of the question of removal of the institution into a rural situation where a large tract of land and new buildings will afford facilities for the proper care of its inmates, and the removal of existing conditions calling for criticism. It is hoped that this question will be satisfactorily settled at an early date, and that the current year will see the initiation of some urgently needed reforms. The necessity for such removal has been specially explained and urged by your Commissioner in his annual reports for several years past. The present Board of Supervisors seems to be fully impressed with the necessities of the case, and, as definite and satisfactory action on the question is anticipated, your Commissioner refrains from specific discussion of existing defects and necessities.

ADMINISTRATION.

The general features of administration sustain the previously excellent record of this institution. Cleanliness, as far as existing conditions of the buildings permit, is generally noticeable. The need of structural repairs is apparent in many parts of the institution, but it is to be remembered that these are delayed pending the settlement of the question of removal.

Hospital facilities are poor and wholly inadequate. No provision exists for the separation of the sick from the old and feeble, and no facilities for isolating tuberculosis cases. The necessity of provision for proper classification in this department is very urgent.

Fire protection is sufficient, but means of egress and escape in case of fire are very deficient. With so large a proportion of old and feeble inmates, loss of life seems inevitable in case of fire, and the disaster in connection with the burning of the Rochester Orphan Asylum is a warning.

Lack of employment for a number of the inmates is due to the limited area of the grounds of the institution. A large number who could do much toward self-maintenance are wholly without occupation. Work for these could be found if the institution were situated upon a farm of sufficient size.

RECOMMENDATIONS.

The recommendations of the past four years have covered:

First. The removal of this almshouse from the city limits and its establishment upon a farm of not less than five hundred acres, with the erection of proper buildings and facilities for classification of its inmates.

Second. The establishment of adequate and proper hospital facilities, with a separation of the acutely sick from the old and feeble, together with the isolation of tuberculosis cases.

Third. Provision for occupation of all inmates who are capable of work in any degree.

These and other minor changes accomplished, the Monroe County Almshouse will reach a material condition which will correspond with its capacity for excellence of administration in other respects.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	234	128	362
Children under two years	1	2	3
Children between two and sixteen years	0	0	0
Number of blind	6	1	7
Number of deaf-mutes	1	2	3
Number of feeble-minded	9	7	16
Number of idiots	5	2	7
Number of epileptics	6	4	10
Persons over seventy years old	69	36	105

ONTARIO COUNTY ALMSHOUSE, CANANDAIGUA, N. Y.

Inspected August 15, 1900.

This almshouse requires some substantial changes which involve a remodeling of the existing buildings for inmates, together with the addition of a separate or detached house for the superintendent. Such changes will, with existing barns and outbuildings, place all in a condition for a satisfactory administration, which could also be more economically conducted than at present.

ADMINISTRATION.

This department sustains its previous record of order and neatness. While special hospital facilities are lacking, the need is as urgently felt here as in the other almshouses of the district. The keeper and matron are untiring in their efforts to meet the embarrassments which they encounter from lack of facilities.

RECOMMENDATIONS.

The changes in the buildings previously recommended are again urged at this time.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	49	17	66
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	0	2	2
Number of deaf-mutes	0	0	0
Number of feeble-minded	4	3	7
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over seventy years old	17	10	27

SENECA COUNTY ALMSHOUSE, SENECA FALLS, N. Y.

Inspected August 4, 1900.

Some improvements, much needed, have been made in this almshouse during the past year. These include new plumbing, improved kitchen facilities and painting, as well as additions to household conveniences.

ADMINISTRATION.

The small number of inmates to be provided for limits the administration of the institution in some respects. There is no paid hospital attendant, and the list of employes is kept as small as possible. There are many important resources lacking. The water supply is insufficient and fire protection is accordingly poor. While cleanliness is conspicuous, an addition to the water supply will greatly promote the comfort of the people.

RECOMMENDATIONS.

First. Remodeling of the main building, with a separate cottage for the superintendent.

Second. Increased water supply, thus increasing laundry and bathing facilities and fire protection.

Third. Separate hospital accommodations and attendance.

CENSUS.

The census is as follows:

	Males.	Females.	Total
Number of inmates	27	15	42
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	2	0	2
Number of deaf-mutes	0	1	1
Number of feeble-minded	0	1	1
Number of idiots	0	1	1
Number of epileptics	0	1	1
Persons over seventy years old	9	8	17

STEUBEN COUNTY ALMSHOUSE, BATH, N. Y.

Inspected July 31, 1900.

In this almshouse improvements over conditions existing a year ago have been made. Additions to and betterments of some of the buildings have been completed.

ADMINISTRATION.

This has been successfully conducted, all parts of the almshouse giving evidence of constant supervision and care. The records have been well kept, and general conditions show an improvement over former administration, in better order and neatness of the several departments.

RECOMMENDATIONS.

Further changes are recommended as follows:

First. Improvement of laundry and plumbing facilities, and spray bath in men's department.

Second. Provision for the establishment of a steam heating plant, which will furnish some power for the laundry as well as for heating.

Third. A better and safer system of lighting.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	59	13	72
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	9	0	9
Number of deaf-mutes	0	0	0
Number of feeble-minded	7	4	11
Number of idiots	2	1	3
Number of epileptics	4	0	4
Persons over seventy years old	31	5	36

WAYNE COUNTY ALMSHOUSE, LYONS, N. Y.

Inspected September 1, 1900.

Substantial improvements have been made in the buildings and equipment of this almshouse during the past year. New plumbing and bathing facilities have improved sanitary conditions, while repairs and painting the dormitories, as well as outside betterments, give satisfactory indication of attention to the needs of the institution in these particulars.

ADMINISTRATION.

Provision for separation of the sexes out of doors are wanting. Hospital accommodations, in a separate building, are fair, but can be improved, there being no special hospital attendant. A new management has succeeded to the old, and the present keeper is making an effort to secure further improvements.

The records need greater care in the promptness and fullness of entries regarding the several inmates. The general conditions of housekeeping display order and neatness. The water supply, however, and the plumbing facilities are still inadequate.

RECOMMENDATIONS.

First. Substitution of iron bedsteads for the antiquated wooden ones now in use.

Second. A fire exit from the second story of the hospital building, with increased fire protection.

Third. Removal of old buildings, and the addition of a new barn and a new residence for the keeper.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	48	30	78
Children under two years	1	0	1
Children between two and sixteen years	1	0	1
Number of blind	0	2	2
Number of deaf-mutes	0	0	0

	Males.	Females.	Total.
Number of feeble-minded	2	3	5
Number of idiots	0	1	1
Number of epileptics	1	3	4
Persons over seventy years old	23	9	32

YATES COUNTY ALMSHOUSE, PENN YAN, N. Y.

Inspected July 30, 1900.

The almshouse of Yates county is the smallest in the seventh district. During the past year important improvements have been made in the plumbing by needed repairs and by the addition of a steam pump to the resources of the water supply. Much yet remains to be accomplished to place this institution in a condition to satisfactorily meet the demands for care of its inmates.

ADMINISTRATION.

The small number of inmates and the large proportion of aged and infirm render this almshouse almost entirely custodial, for very few of the inmates are capable of work either within or out of doors. No special hospital facilities exist, whereas a separate building or infirmary is quite necessary. There is no special hospital attendant, and too little assistance for the keeper and the matron in the discharge of their duties.

RECOMMENDATIONS.

First. That a capable person to assist in the care of the sick and feeble be employed, and another to aid in the management of the affairs of the household.

Second. That a small infirmary or hospital be built with proper conveniences for the care of the sick.

Third. That increased fire protection and additional means of escape in case of fire be provided.

Fourth. That communication with Penn Yan be established by placing a telephone in the institution.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	17	9	26
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	0	0	0
Number of deaf-mutes	1	0	1
Number of feeble-minded	2	1	3
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over seventy years old	10	4	14

In the presentation of this report special attention is called to the large number of persons in each almshouse who are over seventy years of age. This fact is to be considered in estimating the amount of labor which can be expected from inmates, and also the number of attendants involved in the proper care of feeble or infirmary cases.

On the whole the almshouses of this district show a general improvement, which, though shared by all, is more apparent in some of them than in others.

Respectfully submitted,

ENOCH V. STODDARD,

Commissioner, Seventh Judicial District.

Statistical Summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble-minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Cayuga	44	22	66	0	0	14	9	23	5	7	0
Livingston	53	13	66	0	0	22	6	28	7	2	0
Monroe	234	128	362	3	0	69	36	105	10	16	7
Ontario	49	17	66	0	1	17	10	27	0	7	0
Seneca	27	15	42	0	0	9	8	17	1	1	1
Steuben	59	13	72	0	0	31	5	36	4	11	3
Wayne	48	30	78	1	1	23	9	32	4	5	1
Yates	17	9	26	0	0	10	4	14	0	3	0
Total	531	247	778	4	2	195	87	282	31	52	12

REPORT

OF

Visitations of Almshouses

IN THE

EIGHTH JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

I have the honor to report that during the past year all the almshouses within the Eighth Judicial District have been regularly inspected by the State inspectors of almshouses, and have also been visited by the Commissioner for the district, as well as by the Superintendent of State and Alien Poor.

Through these inspections and visitations the conditions of the almshouses of the district have been ascertained. It is a pleasure to say they are generally in an excellent condition, showing careful attention to the details of management, and a due consideration for the needs of the inmates. The progress which has been made in methods, and the improvements which have been introduced into the almshouses, indicate a purpose on the part of the several boards of supervisors to make the aged, infirm, and helpless dependents upon the charity of the public as comfortable as possible. While many modern improvements have been installed, there is no tendency toward extravagance upon the part of those charged with administration, the idea being to make the public charges as comfortable as possible at a minimum of expense, so as not to compel the taxpayer to bear an unnecessary burden.

CARE OF THE SICK.

During the year all of the hospitals connected with the county almshouses have been put into a condition of repair, the hospital at the Erie county institution, for example, having been renovated from cellar to garret. The new hospital erected last year by Niagara county was opened during the year for the accommodation of the sick of the almshouse. In Chautauqua county the hospital has been enlarged; the old asylum front was taken

down, and in its stead an addition serving as a front to the hospital was erected. Beside this the hospital facilities have been increased by the construction of an isolation pavilion of large capacity for contagious diseases. In Cattaraugus county one of the buildings has been fitted up to serve as a hospital, and while there are some desirable changes yet to be made, the condition on the whole is greatly improved. In the other counties the care of the sick is conducted substantially as at the time of last report. It is anticipated, however, that in the near future each almshouse will be equipped with a building separated from all others, and set apart for the use of the sick. This will be greatly to the advantage of the institution and not only promote the comfort of the sick, but as well the health of all other inmates of the almshouse.

SAFETY.

The matter of fire protection is almost entirely dependent upon the water supply, and this has in some instances during the year proven inadequate. At the Erie county almshouse, Buffalo, the pressure of the water from the city system has not been sufficient to furnish that protection which is necessary for an institution containing such large numbers of helpless people. One reason for this is that the almshouse is situated almost at the end of the pipe line, and the water is drawn from the pipe by other users in such quantities that too little is left to furnish sufficient pressure at the almshouse; but this can be overcome by using a larger supply pipe between the almshouse and the city main, or, if it be inexpedient to have a single large pipe, then by using two or more small pipes the amount of water passed into the almshouse will be greatly increased. The water supply at some of the other almshouses is also deficient, and it would seem as though one of the first duties of those charged with the management of the institutions should be to remedy this deficiency.

FIRE ESCAPES.

The matter of fire-escapes is also an important one, and until each almshouse is equipped with perfectly safe escape ways, they cannot be said to be properly appointed. The ladder form of fire-escape is not suited to these institutions. It were better to furnish an escape which will not depend for its efficiency upon the strength or condition of mind of the person who is compelled to make use of it. The inclined plane, inclosed so as to be protected from flame, is a safe form, and while it is probably more expensive than a ladder or the usual skeleton fire-escape, it will save life, which it is not certain the others can do in emergencies.

On the whole the year has been one of progress in the several institutions. Their condition, so far as cleanliness is concerned, is creditable to the keepers and matrons, and the general contentment of the inmates indicates considerate attention to their needs.

The condition of each almshouse at the time of inspection is shown by the notes of inspection which follow.

ALLEGANY COUNTY ALMSHOUSE, ANGELICA, N. Y.

Inspected August 24, 1900.

The almshouse of Allegany county has maintained its reputation as a well-kept and well-equipped institution. During the year some improvements have been made. Ventilating flues have been introduced, which assist in securing a better atmosphere for the hospital; new floors have been laid; the cottages and some of the buildings have been shingled; a new range has been placed in the kitchen; and a number of good iron bedsteads have gone into the dormitories.

It is hoped that during the year a new barn and silo, with a wagon house, will be added to the group.

The general health of the institution has been very good since last report, and the twelve beds intended for the sick have seldom been occupied.

This almshouse is in part maintained by the income received

from stock raising and the dairy. The product of the dairy has a wide reputation which commands the highest market price for the butter.

NEEDS.

The needs of the institution are:

1. A better system of lighting.
2. A new barn and silo.
3. A power house in which to concentrate the boilers.
4. A spray bath.
5. Chemical fire extinguishers.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	34	30	64
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	3	1	4
Number of deaf-mutes	1	0	1
Number of feeble-minded	5	7	12
Number of idiots	2	1	3
Number of epileptics	1	0	1
Persons over seventy years old	13	8	21

CATTARAUGUS COUNTY ALMSHOUSE, MACHIAS, N. Y.

Inspected August 21, 1900.

The condition of this group of buildings has greatly improved since last report. Repairs have been made to the old stone building, as well as to the several structures which compose the cottage group. All the buildings were painted; fire-escapes placed on two cottages; the drains were opened and cleaned; and the ice house has been rebuilt. It is expected that a new spray bath will be put into the women's building, and that the general plumbing will be overhauled also.

The protection against fire is hardly sufficient. There is ample water pressure; a stream can be thrown over any of the buildings; but there are no chemical extinguishers, and but one length of hose outside the buildings. Inside there are standpipes and attached hose. It would be well to have a hose cart with hose to attach to the hydrants.

For the care of the sick, one cottage has been fitted up, which will accommodate forty patients. Some complaint has been made that the visits of the physician are not frequent enough, but it has been promised that this matter will be remedied.

NEEDS.

The needs of the almshouse, beside those already indicated, are:

1. A mangle for the laundry.
2. Iron beds to take the place of wooden ones.
3. Steel ceiling for the cottages.
4. A medical record.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	45	15	60
Children under two years	0	0	0
Children between two and sixteen years.	0	0	0
Number of blind	0	1	1
Number of deaf-mutes	1	1	2
Number of feeble-minded	5	1	6
Number of idiots	2	0	2
Number of epileptics	1	0	1
Persons over seventy years old	23	5	28

CHAUTAUQUA COUNTY ALMSHOUSE, DEWITTVILLE, N. Y.

Inspected August 20, 1900.

This almshouse is beautifully located, and its group of brick buildings is well arranged and in good condition. The principal improvement during the year has been the demolition of the former hospital front, and the erection of a new front, enlarging the capacity of the hospital. A new pavilion intended for the isolation of contagious diseases, the introduction of three spray baths, and the installation of a new 25-horse power engine, are other important improvements.

The water supply very nearly failed during the season, indicating the need of enlargement.

When inspected, the dormitories were found in good order; the beds were clean and free from vermin; the halls and stairways, dining rooms and kitchens were neat; the cellars were free from litter, and the grounds well cared for. The inmates seem to be well fed and are apparently contented.

NEEDS.

The needs of the almshouse are:

1. Better ventilation in the dormitories.
2. A supply of chemical fire extinguishers.
3. A fire-escape for the hospital.
4. Provision for a maternity ward and nursery in connection with the hospital.
5. Covered corridors to connect the hospital with the kitchen.
6. An increase of laundry facilities as was suggested last year. This will include a sterilizing washer for hospital use, a mangle, and such additional machinery as is rendered necessary by wear and tear.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	91	43	134
Children under two years	0	1	1
Children between two and sixteen years	0	1	1

	Males.	Females.	Total.
Number of blind	3	1	4
Number of deaf-mutes	1	1	2
Number of feeble-minded	9	5	14
Number of idiots	0	1	1
Number of epileptics	2	2	4
Persons over seventy years old	37	18	55

ERIE COUNTY ALMSHOUSE, BUFFALO, N. Y.

Inspected August 7, 1900.

Like the other almshouses located within city limits, the Erie county almshouse maintains a large permanent population. These buildings are in constant process of repair, and it is only by the vigilance of the Superintendent and his assistants that they are kept in proper order. It is fortunate for the institution that it has a competent keeper and assistants. At the time of inspection and on the occasions of visits at other times, the several departments of the almshouses were found in a high degree of cleanliness and order.

Few improvements have been made. The discussion of the question of removal by the board of supervisors has kept the matter of improvements somewhat in the background, and only such changes were undertaken as were absolutely necessary. These included spray baths, flush water-closets and urinals, good bath tubs, new windows on the fourth floor of the almshouse, repairs to the roof, new windows and steel ceilings in the hospital, other general repairs to walls and floors of hospital, and full painting of the almshouse and the hospital.

In addition to these improvements it is expected that two pavilions for the hospital will be completed shortly; a new barn will take the place of the one destroyed by fire, and new floors and windows will be introduced throughout the almshouse. This, with painting of all the buildings, will make a decided improvement.

PRECAUTION AGAINST FIRE.

The fact that a fire was able to destroy the barn, and that it is but a short time since the tuberculosis pavilion was burned, indicates the necessity for more adequate protection and exits. This can be secured through enlargement of the water supply. The main dependence is now upon extinguishers and hose attached to standpipes, the city fire department also responding to call. The almshouse is so far removed from the nearest city fire engine that it is necessarily compelled to rely upon its own resources for protection. For this reason the water supply should be made ample for every emergency.

HOSPITAL.

The hospital in connection with this almshouse is one of the best in the State, and it is a source of gratification to be able to report that the Supervisors have made most extensive improvements during the year, and contemplate still further additions to its facilities. The supervisors have already agreed to the erection of a new tuberculosis pavilion to take the place of the one destroyed by fire, and they have had a number of sessions to study the plans. Beside this pavilion they have considered the advisability of at least two others wherein certain classes of patients may be isolated. One of these is intended as a detention ward for cases suspected of insanity, and also for males suffering from alcoholism.

Beside the three pavilions which have been considered by the supervisors, there should be another for maternity cases and for a nursery, as at the present time the nursery and maternity ward occupies a part of the upper floor of the main building, and the children are disastrously affected by the hospital atmosphere.

The general recommendations which were made in the report of last year are still to the point, and in connection with those of this year will indicate the additions which the hospital will require.

RECEPTION PAVILION.

Among the recommendations of a year ago was the equipment of a reception pavilion. The necessity for this is as great as it was then, and is a necessity which will be permanent. Such a pavilion, equipped with its fumigating apparatus, and arranged for the examination of patients, will preserve the wards of the hospital and the dormitories of the almshouse from the introduction of vermin.

ERYSIPELAS.

At the present time erysipelas is treated in the small rooms of the general wards. Every effort is made for its isolation, but from the fact that patients must pass through the wards and halls to reach their rooms, there is danger of communicating the disease. A special pavilion should be provided for persons suffering from this disease.

ELEVATOR.

The necessity for an elevator in the main hospital is apparent, but up to the present time one has not been provided. It is to be hoped, therefore, that one will be installed as soon as possible, and that when it is being put into place, some arrangement will be made to secure a forced ventilation of the several wards.

On the whole, the administration of this institution in all its departments seems to be very satisfactory. The officials are pleasant, capable and watchful, and the inmates are contented and well cared for.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	439	155	594
Children under two years	13	14	27
Children between two and sixteen years	1	2	3
Number of blind	4	4	8
Number of deaf-mutes	1	0	1
Number of feeble-minded	8	4	12
Number of idiots	5	0	5
Number of epileptics	6	10	16
Persons over seventy years	118	33	151

GENESEE COUNTY ALMSHOUSE, LINDEN, N. Y.

Inspected August 18, 1900.

This almshouse is pleasantly located on a farm which commands an extensive view over one of the most fertile sections of Genesee county. The buildings are in good condition, clean throughout and indicate that the details of administration have received attention. Recently a tract of forty acres of land was purchased in order that an increased supply of water might be secured for the almshouse. This is the principal improvement which has been made during the year. During the coming season this land will be utilized, and the water from this tract will be conducted to a large storage reservoir.

NEEDS.

One great need of this almshouse is better accommodations for the sick, as the rooms now set apart for their use are neither commodious nor suitable. A separate building should be provided for hospital purposes. Other needs are:

1. A new horse barn.
2. A steam pump to lift the water and to be used for fire protection.
3. A large reservoir at the spring, with pipe connected with the proposed steam pump.
4. Flush water-closets throughout the institution.
5. It is suggested also as one of the needs that the wooden cots be disposed of and iron beds be put in their room. This will assist in keeping the institution free from vermin.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	37	14	51
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	0	1	1
Number of deaf-mutes	0	0	0

	Males.	Females.	Total.
Number of feeble-minded.....	4	1	5
Number of idiots	1	0	1
Number of epileptics.....	0	0	0
Persons over seventy years old.....	18	7	25

NIAGARA COUNTY ALMSHOUSE, LOCKPORT, N. Y.

Inspected August 17, 1900.

The main building of this almshouse is quite old and is not equipped with modern conveniences. At the time of inspection it was clean throughout, but from the fact that it is old it is a difficult building to keep in order. Recently there has been added to the group a new hospital, well appointed and equipped, and a supply of fire extinguishers and screens has been distributed throughout all parts of the almshouse. Another improvement which has been made is the change in the drainage pipes. At the time of inspection this improvement was about completed, and promised to do away with all annoyance from the wastes of the institution.

The water supply is not at all adequate. For some time the reservoir seemed to leak, and, therefore, as was recommended a year ago, it should be enlarged, and other springs be made to feed it, so as to assure an ample supply of water at all times.

This is one of the almshouses to which inmates are occasionally committed by police justices. As the jail is as handy as the almshouse, it would appear as though the police justices might commit to it and save the infirm inmates of the almshouse from annoyance.

One great need of this institution is a better lighting system. The almshouse is near enough to the town of Lockport to secure electric lights from it, but if it be deemed inadvisable to extend the lighting system to the almshouse, an increase of the steam power by an additional boiler will furnish enough to run a dynamo, and also a good pump, which can be used for fire protection.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	75	41	116
Children under two years	0	0	0
Children between two and sixteen years	1	0	1
Number of blind	2	1	3
Number of deaf-mutes	1	0	1
Number of feeble-minded	1	4	5
Number of idiots	2	0	2
Number of epileptics	0	0	0
Persons over seventy years old	27	15	42

ORLEANS COUNTY ALMSHOUSE, ALBION, N. Y.

Inspected August 16, 1900.

A number of improvements have been made to the Orleans County Almshouse during the year. These consist in part of a new house intended for transients, the installation of flush closets throughout, steam heating, a cement floor in the milk cellar, fire-escapes upon the main building, a small steam pump for the laundry and a new piggery.

At the time of inspection the institution was found in very good order. The supervisors of Orleans county have manifested a liberal spirit in their treatment of this almshouse, and as it stands it is a credit to the public spirit of the county.

NEEDS.

Its principal needs are:

1. A new hospital. The present wooden hospital is badly located, altogether too small, and is out of repair. It would serve a good purpose if it were removed to a suitable place and converted into a coalhouse, thus giving shelter to the coal, which now must lie exposed.

2. An increase of the room intended for the use of male inmates.

3. A new power house with additional power.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	45	21	66
Children under two years	0	0	0
Children between two and sixteen years	0	1	1
Number of blind	4	0	4
Number of deaf-mutes	1	0	1
Number of feeble-minded	5	3	8
Number of idiots	3	1	4
Number of epileptics	2	1	3
Persons over seventy years old	14	8	22

WYOMING COUNTY ALMSHOUSE, VARYSBURG, N. Y.

Inspected August 28, 1900.

This almshouse is planned on the cottage system, with the cottages connected by covered corridors. At the time of inspection it was found in excellent condition, clean and well painted within and without.

Some improvements have been made to the group. A fine barn, with an ample silo, has been erected, flush closets are now in the dormitories, new corridors were erected and the outside walls of the buildings painted, beside which other general repairs were made.

There is a heavy pressure of water at this almshouse, and the standpipes and hose and hydrants in the yards are probably adequate protection against fire. However, as there are no chemical extinguishers, it would be wise to purchase a supply for the several buildings. In the event of fire, the inmates of the women's building have a fire escape, but there is none from the upper story of the building occupied by the men.

Like other almshouses in this district, there is a small separate building which is used for hospital purposes. It has accommodations for twenty patients.

The inmates are well fed and seem contented, and the general condition of the almshouse deserves commendation.

NEEDS.

The needs may be briefly stated as:

1. Chemical fire extinguishers.
2. A fire-escape for the men's building.
3. A better and safer system of lighting the almshouse.
4. The removal of worn-out buildings.

CENSUS.

The census is as follows:

	Males.	Females.	Total.
Number of inmates	32	16	48
Children under two years	0	0	0
Children between two and sixteen years	0	0	0
Number of blind	2	1	3
Number of deaf-mutes	0	1	1
Number of feeble-minded	8	3	11
Number of idiots	2	2	4
Number of epileptics	1	0	1
Persons over seventy years old	16	7	23

Respectfully submitted,

HARVEY W. PUTNAM,

Commissioner, Eighth Judicial District.

Statistical Summary.

COUNTIES.	INMATES.			Children under 2 years.	Children between 2 and 16.	OVER 70 YEARS OLD.			Epileptics.	Feeble-minded.	Idiots.
	Male.	Female.	Total.			Male.	Female.	Total.			
Allegany	34	30	64	0	0	13	8	21	1	12	3
Cattaraugus	45	15	60	0	0	23	5	28	1	6	2
Chautauqua	91	43	134	1	1	37	18	55	4	14	1
Erie	439	155	594	27	3	118	33	151	16	12	5
Genesee	37	14	51	0	0	18	7	25	0	5	1
Niagara	75	41	116	0	1	27	15	42	0	5	2
Orleans	45	21	66	0	1	14	8	22	3	8	4
Wyoming	32	16	48	0	0	16	7	23	1	11	4
Total	798	335	1,133	28	6	266	101	367	26	73	22

Schedule of Salaries and Wages

(Including Allowances for Maintenance, Vacation and Laundry) in the State Charitable and Reformatory Institutions which Report to the Comptroller; Adopted by the State Comptroller and the President of the State Board of Charities October 15th, 1900, and Approved by the Governor November 13th, 1900, in Accordance with the Requirements of Chapter 383 of the Laws of 1899; to go into effect January 1st, 1901.

REPORT.

WHEREAS, By chapter 383 of the Laws of 1899, which amends chapter 413 of the Laws of 1897, known as the State Finance Law, and became a law April 21, 1899, with the approval of the Governor, the State Comptroller and the President of the State Board of Charities are required, subject to the approval, in writing, of the Governor, to classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Comptroller, and to fix the salaries and wages of such officers and employes. Now, therefore,

Resolved, That, in accordance with the provisions of the said statute, chapter 383 of the Laws of 1899, and by virtue of the authority thereby conferred, we, Theodore P. Gilman, State Comptroller, and William R. Stewart, President of the State Board of Charities, with the approval, in writing, of the Governor, duly had and obtained, do hereby classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Comptroller, and fix the salaries and wages to be paid such officers and employes, in accordance with the following schedules this day adopted, to go into effect January 1, 1901.

THEO. P. GILMAN,
State Comptroller.
WILLIAM R. STEWART,
President of the State Board of Charities.

Dated, Albany, N. Y., *October* 15, 1900.

46

STATE OF NEW YORK:

THE EXECUTIVE CHAMBER.

The following schedules classifying into grades the officers and employes of the various charitable and reformatory institutions, required by law to report to the Comptroller, and fixing the salaries and wages to be paid such officers and employes, which have been adopted by the State Comptroller and the President of the State Board of Charities, subject to the approval, in writing, of the Governor, pursuant to the provisions of chapter 383 of the Laws of 1899, are hereby approved.

THEODORE ROOSEVELT,

Governor.

Dated, Albany, N. Y., *November* 13, 1900.

GENERAL RULES.

I.

VACATIONS.

The following vacations, with salaries or wages, shall be allowed, but no compensation shall be granted for any further leave of absence that may be taken by any officer or employe:

A—4 weeks.

ADMINISTRATION DEPARTMENT.

Superintendents	4 weeks (28 days)

RELIGIOUS DEPARTMENT.

Chaplains	4 weeks (28 days)

MEDICAL DEPARTMENT.

Pathologists	4 weeks (28 days)
Physicians	4 weeks (28 days)

B—2 weeks.

ADMINISTRATION DEPARTMENT.

Assistant superintendents	2 weeks (14 days)
Agents	2 weeks (14 days)
Captains of boats	2 weeks (14 days)
Chief clerks	2 weeks (14 days)
Clerks	2 weeks (14 days)
Junior clerks	2 weeks (14 days)
Marshals	2 weeks (14 days)
Organists	2 weeks (14 days)
Stenographers	2 weeks (14 days)

FINANCE DEPARTMENT.

Bookkeepers	2 weeks (14 days)
Assistant bookkeepers	2 weeks (14 days)
Book and storekeepers	2 weeks (14 days)

Cashiers	2 weeks (14 days)
Clerks	2 weeks (14 days)
Junior clerks	2 weeks (14 days)
Quartermasters	2 weeks (14 days)
Assistant quartermasters	2 weeks (14 days)
Stenographers	2 weeks (14 days)
Stewards	2 weeks (14 days)
Storekeepers	2 weeks (14 days)

SUPERVISION DEPARTMENT.

Attendants	2 weeks (14 days)
Chief guards	2 weeks (14 days)
Guards	2 weeks (14 days)
Inspectors	2 weeks (14 days)
Matrons	2 weeks (14 days)
Assistant matrons	2 weeks (14 days)
Supervisors	2 weeks (14 days)
Assistant supervisors	2 weeks (14 days)

ENGINEERING DEPARTMENT.

Chief engineers and electricians	2 weeks (14 days)
Assistant engineers and electricians	2 weeks (14 days)

EDUCATIONAL—SCHOLASTIC DEPARTMENT.

Superintendents, assistant superintendents, teachers, instructors, stereotypers:

Those who are employed the entire year to receive	2 weeks (14 days)

EDUCATIONAL—INDUSTRIAL DEPARTMENT.

Superintendents, instructors:

Those who are employed the entire year to receive	2 weeks (14 days)

DISCIPLINE—MILITARY DEPARTMENT.

Instructors	2 weeks (14 days)

Discipline—Nautical Department.

Instructors	2 weeks (14 days)

Discipline—Physical Department.

Instructors	2 weeks (14 days)

Medical Department.

Matrons (hospital)	2 weeks (14 days)
Assistant matrons (hospital)	2 weeks (14 days)
Chief nurses	2 weeks (14 days)
Nurses	2 weeks (14 days)
Pharmacists	2 weeks (14 days)
Assistant physicians	2 weeks (14 days)

Domestic Department.

Housekeepers	2 weeks (14 days)

Kitchen Department.

Chefs	2 weeks (14 days)
Superintendents mess-hall and kitchen	2 weeks (14 days)

Buildings and Repairs.

Master mechanic	2 weeks (14 days)

C—1 week.

Administration.

Coachmen	1 week (7 days)
Messengers	1 week (7 days)
Ushers	1 week (7 days)
Watchmen	1 week (7 days)

Supervision.

Barbers	1 week (7 days)

Engineering.

Firemen	1 week (7 days)
Electric-light linemen	1 week (7 days)

Engine oilers and tenders	1 week (7 days)
Steamfitter	1 week (7 days)
Laborers	1 week (7 days)

INDUSTRIAL.

Dressmakers	1 week (7 days)
Cloakmakers	1 week (7 days)
Hosemakers	1 week (7 days)
Seamstresses	1 week (7 days)
Shoemakers	1 week (7 days)
Tailors	1 week (7 days)
Tailoresses	1 week (7 days)

DOMESTIC.

Domestics	1 week (7 days)
Waiters	1 week (7 days)

KITCHEN.

Cooks	1 week (7 days)
Assistant cooks	1 week (7 days)
Kitchen helpers	1 week (7 days)

BAKERY.

Bakers	1 week (7 days)

LAUNDRY.

Head laundrymen	1 week (7 days)
Launderers and laundresses	1 week (7 days)

BUILDINGS AND REPAIRS.

Blacksmiths	1 week (7 days)
Carpenters	1 week (7 days)
Masons and bricklayers	1 week (7 days)
Painters	1 week (7 days)
Plumbers	1 week (7 days)

FARM AND GROUNDS.

Farmers	1 week (7 days)
Assistant farmers	1 week (7 days)
Florists	1 week (7 days)
Gardeners	1 week (7 days)
Laborers	1 week (7 days)
Sewerage tenders	1 week (7 days)
Teamsters	1 week (7 days)
Dairymen	1 week (7 days)
Butchers	1 week (7 days)

2.

MAINTENANCE.

Where maintenance is provided in these schedules for any employe, and the institution is unable to furnish it, $10 per month shall be allowed in lieu thereof, apportioned at the rate of $2.50 per month for each meal, and $2.50 per month for lodging.

3.

LAUNDRY ALLOWANCE.

Employes residing at the institution shall be entitled to have a reasonable amount of laundry work done for them at the institution without charge.

4.

SCHOLASTIC TERM.

Payments to scholastic teachers shall be based on a ten months term of service, constituting the school year.

ADMINISTRATION.

SUPERINTENDENTS.

Elmira Reformatory, Elmira—$3,500 a year and maintenance.

State Industrial School, Rochester—$3,500 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—$4,000 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $1,200 a year and maintenance; population, 200 to 500, $1,500 a year and maintenance; population over 500, $1,800 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$4,000 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$2,500 a year and maintenance.

Rome State Custodial Asylum, Rome—$4,000 a year and maintenance.

Craig Colony, Sonyea—$4,000 a year and maintenance.

New York State School for the Blind, Batavia—Population under 200, $2,000 a year and maintenance; population, 200 to 500, $2,500 a year and maintenance; population over 500, $3,000 a year and maintenance.

Thomas Asylum, Iroquois—$1,800 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (commandant)—$3,500 a year, with maintenance.

New York State Woman's Relief Corps Home, Oxford (superintendent and steward)—$1,500 a year and maintenance.

ASSISTANT SUPERINTENDENTS.

Elmira Reformatory, Elmira—$2,500 a year and maintenance.

State Industrial School, Rochester—$1,500 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—$1,800 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $900 a year and maintenance; population, 200 to 500, $1,000 a year and maintenance; population over 500, $1,200 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (adjutant)—$1,500 a year and dwelling, with fuel and light, on the home grounds; fodder, also, for horse.

AGENTS.

Elmira Reformatory, Elmira (transfer agent)—$100 a month and maintenance.

Elmira Reformatory, Elmira (parole agent—New York Prison Association)—$1,200 a year.

State Industrial School, Rochester (parole agent—Prot.)—$1,200 a year and maintenance.

State Industrial School, Rochester (parole agent—R. C.) See Catholic chaplain.

House of Refuge, Randall's Island, N. Y. (parole agent, man)—$1,200 a year and maintenance; (parole agent, woman)—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (parole agent, woman)—$720 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (Eastern agent)—$200 a year.

CAPTAIN OF BOAT.

House of Refuge, Randall's Island, N. Y. (Captain of ferry boat "Refuge.")—$105 a month and dwelling on the institution grounds.

CHIEF CLERKS.

Elmira Reformatory, Elmira—$1,000 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—$900 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$480 a year and maintenance.

CLERKS.

Elmira Reformatory, Elmira—*$35 to $50 a month and maintenance.

State Industrial School, Rochester (superintendent's clerk)—$35 a month and maintenance.

JUNIOR CLERKS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$15 a month and maintenance.

COACHMEN.

Elmira Reformatory, Elmira—$35 a month and maintenance.

State Industrial School, Rochester—$35 a month and maintenance.

House of Refuge for Women, Hudson—$35 a month and maintenance.

Western House of Refuge for Women, Albion—$35 a month and maintenance.

New York State Reformatory for Women, Bedford—$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

New York State School for the Blind, Batavia—$35 a month and maintenance.

Craig Colony for Epileptics, Sonyea—$35 a month and maintenance.

---

* Increase from minimum to maximum at the rate of $5 a month per annum.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$35 a month and maintenance.

New York State Custodial Asylum, Newark—$35 a month and maintenance.

MARSHALS.

House of Refuge for Women, Hudson (woman)—$60 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—$60 a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—$60 a month and maintenance.

MESSENGERS.

House of Refuge, Randall's Island, N. Y.—$15 a month and maintenance.

ORGANIST.

State Industrial School, Rochester (organist and usher—Prot.)—$41.67 a month and maintenance.

State Industrial School, Rochester (organist—R. C.)—$20.83 a month and maintenance.

PHOTOGRAPHER.

Elmira Reformatory, Elmira—$50 a month and maintenance.

STENOGRAPHERS.

State Industrial School, Rochester (woman)—$40 a month and maintenance.

House of Refuge, Randall's Island, N. Y. (woman)—$40 a month and maintenance.

House of Refuge for Women, Hudson (woman)—$30 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—$30 a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—$30 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—$30 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman)—$30 a month and maintenance.

Rome State Custodial Asylum, Rome (woman)—$30 a month and maintenance.

Craig Colony, Sonyea (woman)—$40 a month and maintenance.

New York State School for the Blind, Batavia (woman)—$30 a month and maintenance.

Thomas Asylum, Iroquois (woman)—$30 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (woman)—$40 a month and maintenance.

USHERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse (girl)—$15 a month and maintenance.

Craig Colony, Sonyea (girl)—$15 a month and maintenance.

New York State School for the Blind, Batavia (girl)—$15 a month and maintenance.

WATCHMEN.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

New York State School for the Blind, Batavia—$45 a month during school year, without maintenance.

FINANCE.

BOOKKEEPERS.

Elmira Reformatory, Elmira (man)—$75 a month and maintenance.

State Industrial School, Rochester (man)—$70 a month and maintenance.

House of Refuge, Randall's Island, N. Y. (man)—$70 a month and maintenance.

House of Refuge for Women, Hudson (woman)—$45 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (man)—$50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman)—$40 a month and maintenance.

Rome State Custodial Asylum, Rome (man)—$50 a month and maintenance.

Craig Colony, Sonyea (man)—$70 a month and maintenance.

New York State School for the Blind, Batavia (man)—$40 a month and board.*

Thomas Asylum, Iroquois (woman)—$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (man)—$75 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford (woman)—$40 a month and maintenance.

ASSISTANT BOOKKEEPERS.

New York State Soldiers and Sailors' Home, Bath (man)—$40 a month and maintenance.

BOOK AND STOREKEEPERS.

House of Refuge for Women, Hudson (woman)—$45 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—$45 a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—$45 a month and maintenance.

CASHIER.

New York State Soldiers and Sailors' Home, Bath—$1,200 a year without maintenance.

CLERKS.

State Industrial School, Rochester (woman)—$50 a month and maintenance.

House of Refuge, Randall's Island, N. Y.—$60 a month and maintenance.

House of Refuge, Randall's Island, N. Y. (treasurer's clerk)—$25 a month without maintenance.

JUNIOR CLERKS.

Elmira Reformatory, Elmira—$35 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman)—$20 a month and maintenance.

QUARTERMASTER.

New York State Soldiers and Sailors' Home, Bath—$1,600 a year and dwelling, with fuel and light, on the home ground; also use of horse and wagon, with board for the horse.

ASSISTANT QUARTERMASTER.

New York State Soldiers and Sailors' Home, Bath—$75 a month and maintenance.

STENOGRAPHER.

Craig Colony, Sonyea—$40 a month and maintenance.

STEWARDS.

Elmira Reformatory, Elmira—$1,800 a year and maintenance.

State Industrial School, Rochester—$1,500 a year without maintenance.

House of Refuge, Randall's Island—$1,500 a year with maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $1,200 a year; over 200, $1,500 a year, without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$1,500 a year, without maintenance.

Rome State Custodial Asylum, Rome—$1,200 a year with maintenance; when population is 500, $1,500 a year, without maintenance.

Craig Colony, Sonyea—$1,500 a year and maintenance; when population is 1,000, $1,800 a year and maintenance.

New York State School for the Blind, Batavia (steward and storekeeper)—Population under 200, $1,000 a year and board; over 200, $1,200 a year and board.

New York State Soldiers and Sailors' Home, Bath. See Quartermaster.

STOREKEEPERS.

Scale of wages on which compensation is based:

Population under 200—Women $35, men $45 a month and maintenance.

Population, 200 to 500—Women $40, men $50 a month and maintenance.

Population, 500 to 1,000—Women $45, men $55 a month and maintenance.

Population, over 1,000—Women $50, men $60 a month and maintenance.

See compensation at various institutions following:

Elmira Reformatory, Elmira—$60 a month and maintenance.

State Industrial School, Rochester—$55 a month and maintenance.

House of Refuge, Randall's Island—$55 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$55 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$40 a month and maintenance.

Rome State Custodial Asylum, Rome—$50 a month and maintenance.

Craig Colony, Sonyea—$50 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$40 a month and maintenance.

TREASURERS.

Craig Colony, Sonyea—$100 a month, as provided by chapter 546 of the Laws of 1896.

SUPERVISION.

ATTENDANTS.

State Industrial School, Rochester, women—*$20 to $25 a month and maintenance.

House of Refuge, Randall's Island, women—*$20 to $25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse; State Custodial Asylum for Feeble-Minded Women, Newark; Rome State Custodial Asylum, Rome—Men, night, $25 a month; men, day, *$20 to $25 a month; women, night, †$16 to $20 a month; women, day, †$14 to $18 a month with maintenance.

Craig Colony, Sonyea—Men, night, $25 a month; men, day, *$20 to $25 a month; women, night, †$16 to $20 a month; women, day, †$14 to $18 a month, with maintenance.

Thomas Asylum, Iroquois—†$14 to $18 a month and maintenance.

BARBER.

New York State Soldiers and Sailors' Home, Bath—$15 a month and board. Members of the Home who have pensions pay for his services to them.

---

*Increase from minimum to maximum, as follows: First year, $20 per month; second year, $22 per month; third year and thereafter, $25 per month.

†Increase from minimum to maximum at a rate of $2 a month per annum.

CHIEF GUARDS.

Elmira Reformatory, Elmira—$75 a month and maintenance.

State Industrial School, Rochester—$60 a month and maintenance.

House of Refuge, Randall's Island—$60 a month and maintenance.

GUARDS.

Elmira Reformatory, Elmira—*$30 to $50 a month and maintenance.

State Industrial School, Rochester—$45 a month and maintenance.

House of Refuge, Randall's Island—*$40 to $50 a month and maintenance.

House of Refuge for Women, Hudson—$45 a month, without maintenance.

Western House of Refuge, Albion—$45 a month, without maintenance.

New York State Reformatory for Women, Bedford—$45 a month, without maintenance.

INSPECTOR.

New York State Soldiers and Sailors' Home, Bath—$100 a month and dwelling, with fuel and lights, on the home grounds.

MATRONS.

State Industrial School, Rochester—$1,200 a year and maintenance; girl's department, $1,000 a year and maintenance; fourth division, $1,000 a year and maintenance.

House of Refuge, Randall's Island—$1,200 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Prison population under 200, $60 a month; 200 to 500, $70 a month and maintenance. Cottage—$40 a month; population over 30, $41.66 a month and maintenance.

* Increase from minimum to maximum at a rate of $5 a month per annum.

Syracuse State Institution for Feeble-Minded Children, Syracuse (general)—$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (general)—$75 a month and maintenance.

Rome State Custodial Asylum, Rome—$60 a month and maintenance.

Craig Colony, Sonyea—$75 a month and maintenance.

New York State School for the Blind, Batavia (general)—$50 a month and maintenance.

Thomas Asylum, Iroquois (general)—$58.33 a month and maintenance.

ASSISTANT MATRONS.

State Industrial School, Rochester (girls' department)—$40 a month and maintenance; (fourth division) $40 a month and maintenance.

House of Refuge, Randall's Island—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—(first assistant, prison) $35 a month and maintenance; (assistant, prison) $25 a month and maintenance; (assistant, cottage) $25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (main building and girls' department)—$35 a month and maintenance; (assistant) $25 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$25 a month and maintenance.

Rome State Custodial Asylum, Rome—$25 a month and maintenance.

Craig Colony, Sonyea—$25 a month and maintenance.

New York State School for the Blind, Batavia—$25 a month and maintenance.

Thomas Asylum, Iroquois—$25 a month and maintenance.

SUPERVISORS.

Syracuse State Institution for Feeble-Minded Children, Syracuse (head of boys' department)—$45 a month and maintenance.

Rome State Custodial Asylum, Rome—*$30 to $35 a month and maintenance.

Craig Colony, Sonyea—*$30 to $35 a month and maintenance.

ASSISTANT SUPERVISORS.

Rome State Custodial Asylum, Rome (men)—†$25 to $30 per month and maintenance.

ENGINEERING.

ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage electric plant.

New York State Reformatory, Elmira—$100 a month and maintenance.

State Industrial School, Rochester—$83.33 a month and maintenance.

House of Refuge, Randall's Island—$100 a month and maintenance. Engineer of boat "Refuge", $70 a month, without maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*$60 to $75 a month and maintenance, or $10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$75 a month and maintenance.

---

* Increase from minimum to maximum, as follows: First year, $30; second year, $32; third year and thereafter, $35.

† Increase from minimum to maximum, as follows: First year, $25; second year, $27; third year and thereafter, $30.

Rome State Custodial Asylum, Rome—$75 a month and maintenance.

Craig Colony, Sonyea—$83.33 a month, with cottage, fuel and light.

New York State School for the Blind, Batavia—*$60 to $75 a month and maintenance.

Thomas Asylum, Iroquois—*$60 to $75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$1,400 a year, with dwelling, fuel and light.

New York State Woman's Relief Corps Home, Oxford—*$60 to $75 a month and maintenance.

ASSISTANT ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage steam and electric plant in absence of engineer.

Elmira Reformatory, Elmira—*$50 to $60 a month and maintenance.

State Industrial School, Rochester—*$50 to $60 a month and maintenance.

House of Refuge, Randall's Island—*$50 to $60 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*$40 to $50 a month and maintenance, or $10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$40 to $50 a month and maintenance.

Rome State Custodial Asylum, Rome—*$40 to $50 a month and maintenance.

Craig Colony, Sonyea—*$40 to $50 a month and maintenance.

New York State School for the Blind, Batavia—*$40 to $50 a month and maintenance.

* Increase from minimum to maximum at the rate of $5 a month per annum.

Thomas Asylum, Iroquois—*$40 to $50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$50 to $60 a month and maintenance.

New York State Woman's Relief Corps Home—*$40 to $50 a month and maintenance.

FIREMEN.

To be paid a uniform rate of $35 a month and maintenance, or $10 a month in lieu therof, for twelve-hour shifts. For amount paid at each institution see following:

Elmira Reformatory, Elmira—$35 a month and maintenance.

State Industrial School, Rochester—$35 a month and maintenance.

House of Refuge, Randall's Island—$35 a month and maintenance.

House of Refuge for Women, Hudson—$35 a month and maintenance.

Western House of Refuge for Women, Albion—$35 a month and maintenance.

New York State Reformatory for Women, Bedford—$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

New York State School for the Blind, Batavia—$35 a month and maintenance.

Thomas Asylum, Iroquois—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$35 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

ELECTRIC-LIGHT LINEMAN.

New York State Soldiers and Sailors' Home, Bath—$45 a month and maintenance.

ENGINE OILER AND TENDER.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

STEAMFITTER.

New York State Soldiers and Sailors' Home, Bath—$45 a month without maintenance.

LABORERS.

Craig Colony for Epileptics, Sonyea—*$20 to $25 per month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$20 to $25 a month and maintenance.

EDUCATIONAL—SCHOLASTIC.

SUPERINTENDENTS.

Elmira Reformatory, Elmira—$1,500 a year and maintenance.

State Industrial School, Rochester—$1,000 a year and maintenance.

House of Refuge, Randall's Island—$1,500 a year and board.

ASSISTANT SUPERINTENDENTS.

House of Refuge, Randall's Island—$70 a month and board.

TEACHERS.

All scholastic teachers must hold at least a second-grade certificate.

---

*Increase from minimum to maximum being as follows: First year, $20; second year, $22; hird year and thereafter, $25.

TEACHERS—Arithmetic.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Bookkeeping.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Freehand Drawing.

Elmira Reformatory, Elmira—$300 per annum for lessons (not to exceed).

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—General.

State Industrial School, Rochester—*$40 to $60 a month and board.

House of Refuge, Randall's Island—*$50 to $60 a month and such meals as may be necessary.

House of Refuge for Women, Hudson—Head teachers, *$40 to $50 a month and maintenance; teachers, †$30 to $35 a month and maintenance.

Western House of Refuge for Women, Albion—Head teachers, *$40 to $50 a month and maintenance; teachers, †$30 to $35 a month and maintenance.

New York State Reformatory for Women, Bedford—Head teachers, *$40 to $50 a month and maintenance; teachers, †$30 to $35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

New York State Custodial Asylum, Newark—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.
†Increase from minimum to maximum as follows: first year, $30; second and third year and thereafter $35.

Rome State Custodial Asylum, Rome—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

Craig Colony for Epileptics, Sonyea—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

New York State School for the Blind, Batavia—Head teacher, $900 per annum and maintenance; teachers, $400 to $600 per annum and maintenance.

Thomas Asylum, Iroquois—Head teacher (man), *$50 to $60 a month and maintenance; teachers (women), *$35 to $45 a month and maintenance.

TEACHERS—Geography.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Geometry.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—History.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Kindergarten.

Thomas Asylum, Iroquois—$30 a month and maintenance.

TEACHERS—Language.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Music.

Elmira Reformatory, Elmira—$60 a month, without maintenance.

State Industrial School, Rochester—*$40 to $60 a month and board.

House of Refuge, Randall's Island—*$50 to $60 a month and such meals as may be necessary.

* Increase from minimum to maximum at the rate of $5 a month per annum.

House of Refuge for Women, Hudson—†$30 to $35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$30 to $40 a month and maintenance.

New York State School for the Blind, Batavia—Head teacher, $900 per annum and maintenance; teachers, $400 to $600 a year and maintenance.

Thomas Asylum, Iroquois—*$35 to $45 a month and maintenance.

TEACHERS—Reading.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Science.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Stenography.

Elmira Reformatory, Elmira—$75 a month and maintenance.

TEACHERS—Tuning.

New York State School for the Blind, Batavia—$900 per annum and board.

STEREOTYPER.

New York State School for the Blind, Batavia—$50 a month and maintenance.

---

* Increase from minimum to maximum at the rate of $5 a month per annum.
† Increase from minimum to maximum as follows: first year, $30; second year, $32; third year and thereafter, $35.

EDUCATIONAL—INDUSTRIAL.

SUPERINTENDENT OF TRADE SCHOOLS.

Elmira Reformatory, Elmira—$1,500 a year and maintenance.

INSTRUCTORS.

INSTRUCTORS—Baking.

State Industrial School, Rochester—$60 a month and maintenance.

House of Refuge, Randall's Island—$60 a month and maintenance.

INSTRUCTORS—Bookbinding.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Blacksmithing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Brass smithing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

House of Refuge, Randall's Island—$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

---

* Increase from minimum to maximum to be at the rate of $5 a month per annum; when lodging is given to those entitled to board only, the sum of $2.50 a month is to be deducted from the wages.

NURSES.

Must be graduates of a training school.

State Industrial School, Rochester—$25 a month and maintenance.

House of Refuge, Randall's Island—$25 a month and maintenance.

House of Refuge for Women, Hudson—$25 a month and maintenance.

Western House of Refuge for Women, Albion—$25 a month and maintenance.

New York State Reformatory for Women, Bedford—$25 a month and maintenance.

Syracuse State School for Feeble-Minded Children, Syracuse—$25 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$25 a month and maintenance.

Craig Colony, Sonyea—$25 a month and maintenance.

Thomas Asylum, Iroquois—$25 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$25 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$25 a month and maintenance.

OPTICAL SURGEONS.

Elmira Reformatory, Elmira—$40 a month, without maintenance.

State Industrial School, Rochester—$40 a month, without maintenance.

INSTRUCTORS—Broommaking.

New York State School for the Blind, Batavia—$50 a month and maintenance.

INSTRUCTORS—Carpentry.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

*Increase from minimum to maximum to be at the rate of $5 a month per annum; when lodging is given to those entitled to board only, the sum of $2.50 a month is to be deducted from the wages.

INSTRUCTORS—Cooking.

State Industrial School, Rochester—*$40 to $50 a month and maintenance.

House of Refuge, Randall's Island—*$40 to $50 a month and maintenance.

House of Refuge for Women, Hudson—$40 a month and maintenance.

INSTRUCTORS—Dressmaking.

State Industrial School, Rochester—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$40 a month and maintenance.

INSTRUCTORS—Electrical Construction.

State Industrial School, Rochester—$60 a month and maintenance.

House of Refuge, Randall's Island—$60 a month and maintenance.

INSTRUCTORS—Laundering.

State Industrial School, Rochester (man)—$60 a month and maintenance; (woman), $30 a month and maintenance.

House of Refuge, Randall's Island (woman)—$30 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—$30 a month and maintenance.

INSTRUCTORS—Machinery.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 a month is to be deducted from the wages.

INSTRUCTORS—Manual Training.

State Industrial School, Rochester (woman)—$45 a month and board.

INSTRUCTORS—Masonry and Bricklaying.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Molding.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

INSTRUCTORS—Painting.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Pattern-making.

State Industrial School, Rochester—*$65 to $75 a month and board.

INSTRUCTORS—Plumbing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Printing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

---

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 a month is to be deducted from the wages.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Sewing.

House of Refuge, Randall's Island (woman)—$30 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—$30 a month and maintenance.

State Custodial Asylum, Newark (woman)—$30 a month and maintenance.

Rome State Custodial Asylum (woman)—$30 a month and maintenance.

New York State School for the Blind, Batavia (teaches the blind)—$50 a month and maintenance for the school term.

INSTRUCTORS—Shoemaking.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Sloyd.

Elmira Reformatory, Elmira—$60 a month and maintenance.

Craig Colony, Sonyea—$60 a month and maintenance.

Thomas Asylum, Iroquois (woman)—$25 a month and maintetenance.

INSTRUCTORS—Steam and Gasfitting.

Elmira Reformatory, Elmira (occasional employment)—Not to exceed $200 a year.

State Industrial School, Rochester—*$65 to $75 a month and board.

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 a month is to be deducted from the wages.

INSTRUCTORS—Tailoring.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island (man)—*$65 to $75 a month and maintenance; (woman), $30 a month and board.

INSTRUCTORS—Telegraphy.

Elmira Reformatory, Elmira—$50 a month and maintenance.

INSTRUCTORS—Tinsmithing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Upholstering.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Wood-carving (or Sloyd).

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Woodworking Machinery and Cabinetmaking.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INDUSTRIAL.

DRESSMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$16 a month and maintenance.

CLOAKMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$16 a month and maintenance.

HOSEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$16 a month and maintenance.

* Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2 50 a month is to be deducted from the wages.

SEAMSTRESSES.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$12 to $16 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$12 to $16 a month and maintenance.

Rome State Custodial Asylum, Rome—*$12 to $16 a month and maintenance.

Craig Colony, Sonyea—*$12 to $16 a month and maintenance.

Thomas Asylum, Iroquois—*$12 to $16 a month and maintenance.

SHOEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse $42.50 a month and dinner.

TAILORS.

Elmira Reformatory, Elmira—$60 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

TAILORESS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$20 to $30 a month and maintenance.

DISCIPLINE.

INSTRUCTORS—Military.

Elmira Reformatory, Elmira—$1,200 to $1,400 a year and maintenance; assistant, $900 to $1,000 a year and maintenance.

State Industrial School, Rochester (colonel)—$1,200 a year and maintenance; (major), $660 a year and maintenance.

House of Refuge, Randall's Island (colonel)—$1,200 a year and maintenance.

*Increase from minimum to maximum at the rate of $5 a month per annum.

INSTRUCTORS—Physical.

Elmira Reformatory, Elmira—$1,000 to $1,200 a year and maintenance.

State Industrial School, Rochester—$50 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$45 a month and maintenance.

New York State School for the Blind, Batavia—$60 a month and maintenance.

RELIGIOUS.

CHAPLAINS.

Elmira Reformatory, Elmira—(Resident Prot.), $1,200 a year and dwelling, with light and fuel; (visiting R. C.), $300 a year.

State Industrial School, Rochester—(Resident Prot.), $900 a year and maintenance; (Catholic chaplain and parole agent), $1,200 a year and maintenance.

Craig Colony, Sonyea—(Resident Prot.), $600 a year and maintenance; (resident R. C.), $600 a year and maintenance.

New York State Soldiers and Sailors' Home—(Resident Prot.), $1,200 a year and dwelling, with fuel and light, on home grounds; (visiting R. C.), $300 a year.

MEDICAL.

DENTIST.

Elmira Reformatory, Elmira—Not to exceed $40 a month, without maintenance.

State Industrial School, Rochester—Not to exceed $40 a month, without maintenance.

House of Refuge, Randall's Island—Not to exceed $40 a month, without maintenance.

MATRONS OF HOSPITAL.

Must be graduates of a training school.

State Industrial School, Rochester—$50 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $50 a month; 200 to 500, $60 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$60 a month and maintenance.

ASSISTANT MATRON OF HOSPITAL.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$20 to $25 a month and maintenance.

CHIEF NURSES.

Must be graduates of a training school.

Elmira Reformatory, Elmira—$40 a month and maintenance.

State Industrial School, Rochester—$40 a month and maintenance.

House of Refuge, Randall's Island—$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—$25 a month, without maintenance.

PATHOLOGIST.

Craig Colony, Sonyea—Not to exceed $2,500 a year and maintenance.

PHARMACISTS.

Elmira Reformatory, Elmira—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

---

*Increase from minimum to maximum to be as follows: First year, $20; second year, $22; third year and thereafter, $25.

PHYSICIANS.

Elmira Reformatory, Elmira (resident)—$2,000 a year and maintenance.

State Industrial School, Rochester (resident)—$1,200 to $1,500 a year and maintenance.

House of Refuge, Randall's Island (resident)—$1,200 to $1,500 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (resident, woman)—Population under 200, $840 a year; population between 200 and 500, $1,000 a year; population over 500, $1,200 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—$1,000 a year and maintenance; (man), $1,200 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$1,000 a year and maintenance.

Rome State Custodial Asylum, Rome (man)—$1,200 to $1,500 a year and maintenance.

New York State School for the Blind, Batavia (and optical surgeon)—$400 a year, without maintenance.

Thomas Asylum, Iroquois—$400 a year, without maintenance.

New York State Soldiers and Sailors' Home, Bath—$1,800 a year and dwelling, with fuel and light, on the home grounds, also board for horse.

ASSISTANT PHYSICIANS.

Elmira Reformatory, Elmira—$600 to $900 a year and maintenance.

Rome State Custodial Asylum, Rome—$600 to $900 a year and maintenance.

Craig Colony, Sonyea (first assistant physician)—population under 1,000, $1,800 a year and maintenance; population over 1,000, $2,000 a year and maintenance; (woman)—population under 1,000, $1,500 a year and maintenance; population over 1,000, $1,800 a year and maintenance; (second assistant physician)—population under 1,000, $1,200 a year and mainte-

nance; over 1,000, $1,500 a year and maintenance; (third assistant physician)—population under 1,000, $1,000 a year and maintenance; over 1,000, $1,200 a year and maintenance; (*medical internes)—$50 a month and maintenance.

New York State Soldiers and Sailors' Home (assistant surgeon)—$1,200 a year and maintenance.

DOMESTIC.

DOMESTICS.

Except House of Refuge, Randall's Island—†$14 to $15 a month and maintenance.

House of Refuge, Randall's Island—†$15 to $18 a month and maintenance.

HOUSEKEEPERS.

State Industrial School, Rochester—$25 a month and maintenance.

House of Refuge, Randall's Island—$30 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$25 a month and maintenance; if the housekeeper in the prison also acts as cook, $35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—‡$25 to $30 a month and maintenance; farmhouse, city $13 a month and maintenance; farmhouse, Fairmount, $20 a month and maintenance.

New York State School for the Blind, Batavia—$25 a month and maintenance.

Thomas Asylum, Iroquois—$20 a month and maintenance.

---

*One medical interne allowed for each 200 inmates up to 1,000.
†Increase from minimum to maximum at the rate of $1 a month per annum.
‡Increase from minimum to maximum as follows: first year, $25; second year, $27; third year and thereafter, $30.

New York State Woman's Relief Corps Home, Oxford—$20 a month and maintenance.

WAITERS.

Elmira Reformatory, Elmira (head)—$360 a year and maintenance.

State Industrial School, Rochester (waitresses)—*$14 to $15 a month and maintenance.

House of Refuge, Randall's Island (waitresses)—*$15 to $18 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (waitress)—*$14 to $15 a month and maintenance.

Rome State Custodial Asylum, Rome (waitress)—*$14 to $15 a month and maintenance.

Craig Colony, Sonyea (chambermaid and waitress)—*$14 to $15 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (chambermaid and waitress)—$15 a month and maintenance.

KITCHEN.

CHEFS.

Elmira Reformatory, Elmira—$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$75 a month and maintenance.

COOKS.

Elmira Reformatory, Elmira (man, head)—$50 a month and maintenance.

State Industrial School, Rochester (man, head)—$50 a month and maintenance; (woman, head), $35 a month and maintenance; other cooks, $25 a month and maintenance.

House of Refuge, Randall's Island (two women, head)—$35 a month and maintenance; other cooks, $25 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $1 a month per annum.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman, head)—$35 a month and maintenance; other cooks, *$15 to $20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$15 to $20 a month and maintenance.

Rome State Custodial Asylum, Rome (woman, head)—$35 a month and maintenance.

Craig Colony, Sonyea (Letchworth House)—$30 a month and maintenance; other cooks (in cottages), †$20 to $25 a month and maintenance.

New York State School for the Blind, Batavia (woman)—†$20 to $25 a month and maintenance.

Thomas Asylum, Iroquois (woman)—†$20 to $25 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (man, mess hall)—$35 a month and maintenance; (man, hospital), $50 a month and board; (diet cook, hospital), $15 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—*$20 to $25 a month and maintenance.

ASSISTANT COOKS.

House of Refuge, Randall's Island—$20 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—‡$12 to $15 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—‡$12 to $15 a month and maintenance.

Rome State Custodial Asylum, Rome—§$15 to $20 a month and maintenance.

Craig Colony, Sonyea—‡$12 to $15 a month and maintenance.

New York State School for the Blind, Batavia—‡$12 to $15 a month and maintenance.

---

*Increase from minimum to maximum as follows: first year, $15; second year, $17; third year and thereafter, $20.

†Increase from minimum to maximum as follows: first year, $20; second year, $22; third year and thereafter, $25.

‡Increase from minimum to maximum at the rate of $1 a month per annum.

§Increase from minimum to maximum as follows; first year, $15; second year, $17; third year and thereafter, $20.

Thomas Asylum, Iroquois—†$12 to $15 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (hospital)—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—†$12 to $15 a month and maintenance.

KITCHEN HELPERS.

State Industrial School, Rochester (man)—‡$15 to $20 a month and maintenance.

Rome State Custodial Asylum, Rome—‡$15 to $20 a month and maintenance.

SUPERINTENDENT MESS HALL AND KITCHEN.

New York State Soldiers and Sailors' Home, Bath—$65 a month and maintenance.

BAKERY.

BAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$30 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—*$30 to $40 a month and maintenance.

Craig Colony, Sonyea—*$40 to $50 a month and cottage, with fuel and light, on the colony grounds.

New York State School for the Blind, Batavia—*$30 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$40 to $50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.
†Increase from minimum to maximum at the rate of $1 a month per annum.
‡Increase from minimum to maximum as follows: first year, $15; second year, $17; third year and thereafter, $20.

LAUNDRY.

HEAD LAUNDRYMEN AND LAUNDRESSES.

State Industrial School, Rochester (woman)—$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—$25 a month and maintenance.

Rome State Custodial Asylum, Rome—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and cottage, with fuel and light, on colony grounds.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

LAUNDERERS AND LAUNDRESSES.

House of Refuge, Randall's Island (laundresses)—*$14 to $20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (laundresses)—*$12 to $18 a month and maintenance.

Rome State Custodial Asylum, Rome (laundresses)—*$12 to $18 a month and maintenance.

Craig Colony, Sonyea (laundresses)—*$12 to $18 a month and maintenance (launderer); †$15 to $20 a month and maintenance.

New York State School for the Blind, Batavia (laundresses)—*$12 to $18 a month and maintenance.

Thomas Asylum, Iroquois (laundresses)—*$12 to $18 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$12 to $18 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $2 a month per annum.

†Increase from minimum to maximum as follows: first year, $15; second year, $17; third year and thereafter, $20.

BUILDINGS AND REPAIRS.

BLACKSMITHS.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

CARPENTERS.

Elmira Reformatory, Elmira—$50 a month, without maintenance.

State Industrial School, Rochester—$50 a month, without maintenance.

House of Refuge, Randall's Island—$50 a month, with maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$50 a month, without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$50 a month, without maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$50 a month, without maintenance.

Rome State Custodial Asylum, Rome—$50 a month, without maintenance.

Craig Colony, Sonyea—$50 a month and cottage.

New York State School for the Blind, Batavia—$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month, without maintenance.

MASON AND BRICKLAYER.

Craig Colony, Sonyea—$50 a month and maintenance.

MASTER MECHANIC.

New York State Soldiers and Sailors' Home, Bath—$100 a month, without maintenance.

PAINTERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$45 a month, and cottage, with fuel and light, on colony grounds.

PLUMBER.

Craig Colony, Sonyea—$50 a month and maintenance.

FARM AND GROUNDS.

FARMERS.

Elmira Reformatory, Elmira—$50 a month and maintenance.

State Industrial School, Rochester—$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$35 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—$50 a month and maintenance.

Craig Colony, Sonyea—$50 a month and cottage, with fuel and light, on the colony grounds.

New York State School for the Blind, Batavia—*$35 to $40 a month and maintenance.

Thomas Asylum, Iroquois—*$35 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month and dwelling, with fuel and light, on the home grounds.

ASSISTANT FARMER.

Craig Colony, Sonyea—$35 a month and maintenance.

---

*Increase from minimum to maximum as follows: first year, $35; second year, $37; third year and thereafter, $40.

FLORISTS.

House of Refuge, Randall's Island—$60 a month and maintenance.

New York School for the Blind, Batavia—$50 a month and board.

New York State Soldiers and Sailors' Home, Bath—$50 a month and board.

GARDENERS.

Elmira Reformatory, Elmira—$40 a month and maintenance.

House of Refuge, Randall's Island—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge For Women, Albion; New York State Reformatory for Women, Bedford—$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$40 a month and maintenance.

Rome State Custodial Asylum, Rome—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

LABORERS.

At all institutions—*$20 to $25 a month and maintenance.

SEWERAGE TENDERS.

Western House of Refuge for Women, Albion—$35 a month, without maintenance.

Craig Colony, Sonyea—$35 a month and cottage, with fuel and light, on the colony grounds.

TEAMSTERS.

At all institutions, except Randall's Island—*$20 to $25 a month and maintenance.

*Increase from minimum to maximum being as follows: first year, $20; second year, $22; third year and thereafter, $25.

House of Refuge, Randall's Island—$30 a month and maintenance.

DAIRYMAN.

Craig Colony, Sonyea—$45 a month and cottage, with fuel and light, on the colony grounds.

BUTCHER.

Craig Colony, Sonyea—$35 a month and maintenance.

PROCEEDINGS

OF AN

INFORMAL CONFERENCE ON VARIOUS MATTERS OF PRESENT INTEREST RELATING TO CHARITIES IN NEW YORK CITY, HELD MAY 9 AND 10, 1900, IN THE ASSEMBLY HALL OF THE UNITED CHARITIES BUILDING, 105 EAST TWENTY-SECOND STREET, NEW YORK CITY.

EDGAR J. LEVEY,
C. LORING BRACE,
EDWARD T. DEVINE,
HOMER FOLKS,
LEE K. FRANKEL,
THOMAS M. MULRY,
FRANK TUCKER,
} *Committee.*

Wednesday Afternoon, May 9th, 3 o'clock.

Rt. Rev. JOHN M. FARLEY, V. G., Presiding.

[Bishop Farley's opening remarks are printed in their natural place, although delivered at the close of the address immediately followed by Hon. J. W. Keller. ED.]

Ladies and Gentlemen—I must apologize for coming late. Being the presiding officer at this first meeting of the conference, I should have shown a good example by being here on time. That I was unavoidably detained I need not assure you; it is equally needless to say that it is a great pleasure to me to be here. I do not know to whom I am indebted for the honor of being asked to preside on this occasion, but I feel quite grateful for it. It is a pleasure to me, because it shows me that there exists in the community a feeling which I have long hoped for and prayed for—that those of every denomination who are interested in work in which we can all unite, should be willing to come together and take counsel from each other. We read much about charitable work, but reading needs to be reenforced by experience in order that one's education may be productive of the best fruits. It is in conferences like this that such experience is to be gained. It was a source of gratification to hear the views of my friend Mr. Keller. There is hardly a sentiment that he has given utterance to here to-day that I do not heartily endorse, and the applause you have given him evidences the fact that you also are in sympathy with him. I have learned much from him in the short time that he has been speaking, and I have no doubt that every one of you has learned a great deal. That is the advantage of conferences of this kind. There are many things I had intended saying, but, lest the session should be prolonged unnecessarily, I shall let them remain in abeyance for the present. One thing, however, I beg respectfully to suggest is, that the gentlemen whom it will be our privilege to hear during the remainder of the session, limit themselves to ten or at most fifteen minutes each.

ARE THE PUBLIC INSTITUTIONS ADEQUATE TO PUBLIC NEEDS?

Almshouses—Maternity Hospitals—General Hospitals—Reception Hospitals.

Discussion by Hon. John W. Keller, President of the Board of Charities Commissioners, New York City; Hon. Adolph Simis, Charities Commissioner, Borough of Brooklyn; Dr. George G. Wheelock, Chairman of the New York County Committee of the State Charities Aid Association.

Commissioner Keller:

As I understand the purpose of this Conference, it is to discuss what is needed to take care of the poor of New York. That, of course, is embraced in the general question of the programme—"Are public institutions adequate to the public needs?" My answer to that general question is that they are not. My theory of charity—and now I speak as the Commissioner—is that it must be practical. We must take care of the poor in the best possible way, and that best way is to make the sick man well in the least possible time, and to take care of the helpless in the best possible way at the least expense to the city.

I cannot discuss this question of the city's charities without going into the detail of the needs, and therefore you will pardon me if I enter into each detail. Those who have made a study of the problems are familiar with them—those of you who do not know will do well to learn them. I shall speak only for the boroughs of Manhattan and The Bronx, because the distinguished and able Commissioner for the boroughs of Brooklyn and Queens will follow me and will discuss the needs of those boroughs.

The extent of the Charities Department in the boroughs of Manhattan and The Bronx includes Bellevue Hospital, Gouverneur Hospital, the Emergency Hospital in Twenty-sixth street, Fordham Hospital, the Municipal Lodging House for Homeless Men, Harlem Hospital, the City Hospital on Blackwell's Island, the Almshouse on Blackwell's Island, the Metropolitan Hospital

on Blackwell's Island, the Infants' Hospital on Randall's Island, and all the institutions and homes for children on Randall's Island.

The first glaring need of the Department of Public Charities is a new hospital for Harlem.

The management of the charities of the city, if I may judge from results that stand before us, has generally been characterized by a remarkable consideration for economy. Any makeshift would seem to have been good enough for the poor. That practice is absolutely contrary to my theory of charity. I hold that nothing is too good for the sick poor man. I believe that public institutions of charity should be built and equipped to the very limit of sanitation, and with the purpose in mind always to make the sick man well as quickly as possible, so that he may go back to earn his living at honest work. Throughout the Department of Public Charities you will see evidences of the makeshift; and in no place does it appear more prominently than in the present Harlem Hospital. An old frame dwelling house, hired as a makeshift—the very toilet rooms and kitchens are in the same quarters and cheek by jowl. The beds are inadequate—and the arrangement of it all and the equipment of it lead one to be astonished that people can get well in such a place. It is a disgrace to the city, a disgrace and a reproach to the intelligence of the city of New York, that it should have such a place to put sick people into with the expectation that they should get well. The first need, therefore, of these two boroughs is a new hospital for Harlem. No more makeshifts—no more compromises, but a new hospital, built according to the most advanced ideas and the most scientific demands, and equipped to take care of the sick poor man and to make him well as quickly as possible.

I think that the reason that the Department of Public Charities has always been content with makeshifts is that the general public has not known the facts. I have again and again addressed audiences on the subject of public charities, and while they have listened attentively and have seemed interested, and

sometimes astonished at what I told them, not one per cent. knew anything about it—not one per cent. had been in any institution of public charity. Far less than that had been in all. It is conferences like this that bring the people together to study the problem, and through them work out into the general public mind and create a public demand for improvements that must be had in order to make our public institutions adequate to the demands upon them. I singly may go before the Board of Estimate and Apportionment and demand a new hospital for Harlem, but if I stand alone in that demand I shall not be as successful as if all the people that are interested in charities were to go with me, and say to the board of estimate and apportionment, "This demand is right and just, and we who have made a study of the problem and know what we are talking about, second the demand". Harlem itself—that is, the district which surrounds this hospital, is aroused; and if Harlem and the Commissioner can't get it, then the rest of New York must come and wipe out the disgraceful thing that is there, and demand that a new hospital be built in that section where there is so great a demand for it.

The second need—and I am talking to you now as they appear to me in looking out over my department, and without having thought what I should say when I came here—the second need is a municipal lodging house for women and children. The present lodging house is on First avenue, between Twenty-third and Twenty-fourth streets. It is a building leased and fitted up for the purpose. It is not the best building—it has not the best equipment; but it is a very creditable affair to the city, and when we compare its cleanliness and its order and the care that it takes of the homeless men to what they had to go through under the old system of sleeping in police stations, it is as heaven to hell. But there has been made no special provision for homeless women and children. The man has his place, but if there is a homeless woman or a homeless child, she must go perforce to the men's lodging house, and ask if something may not be given her there. And we do make provision

for her; but it was not contemplated in the original scheme, and whatever provision we make for her is a makeshift. The homeless woman ought to have at least as much consideration from the city as the homeless man, and the homeless child should have more consideration than either. Therefore the one great need, so far as the homeless in the streets are concerned, is a municipal lodging house, apart from that for men, to be devoted to women and children.

The next need is a different arrangement for the Emergency hospital for maternity. The present Emergency Hospital is located on Twenty-sixth street, in what was either a stable or a fire-engine house. It has all the appearance of a stable from the exterior. This hospital is inadequate in every way. It does not look like a hospital, and, barring the presence there of sick women and new-born babes, it is not a hospital. I think I see my way clear, however, to remedy this evil. On the 1st of July, this year, I shall come into possession of a building in the Bellevue Hospital grounds now occupied by Cornell University. It is my purpose to rip that building out and change it into an up-to-date maternity hospital. Now, I have a double purpose in that: first, to get a better hospital for maternity purposes; and second, to find somewhere to lodge the help in Bellevue Hospital. One of the great questions in the work of public charities is the question of help. On that I shall touch later; but when we get the new maternity hospital I shall take the old maternity hospital and equip it as a dormitory for the help in Bellevue. I had a plan to raise the north wing of Bellevue Hospital and put a mansard roof on it, and make that a place for the help to sleep in; but the building laws will not permit it, and I must therefore look for other quarters for the help.

The question of tuberculosis is one that for years has interested people intelligently engaged in the work of charity. What we need is a hospital out of this climate for tuberculosis patients, a hospital in the Adirondacks where the hopeful patient—and I mean by that the patient of whom there is hope of recovery, may be taken and treated and cured if possible. But in any event the

tuberculosis patient ought to be segregated. The man or the woman with consumption should be taken out of the general wards. I have not the equipment for that, but I think I see my way clear to get it. Next year the insane will be off Blackwell's Island altogether, and then I shall come into possession of three very good buildings that may be converted to hospital uses, and these would serve admirably, in my judgment, for the segregation of tuberculosis patients. By that means I shall be able to get the consumptives out of the general wards and into one ward and give them the best treatment that we can.

Another need that has some aspects of humor about it, not on account of the need, but on account of the way in which the attempt has been made to supply the need, is the new Gouverneur Hospital. Ever since I have been in the Department of Charities the new Gouverneur Hospital has been an imminent possibility. Every estimate that I have brought before the Board of Estimate and Apportionment has included salaries for the running of the new Gouverneur Hospital. But the new Gouverneur Hospital stands down there empty, and the Department of Charities has not been able to get into it. It has been promised to me that we shall get into it this year—but the millennium is also promised. To those of you who may not understand this condition I will say that the new Gouverneur Hospital is the result of legislation at Albany. A bill was introduced to build a hospital. For some reason that I have never been able to discover—this was some years ago—the supervision of the building of the hospital was taken out of the hands of the Department of Public Charities and placed in that of the Department of Public Improvements. I don't know whether or not the assumption was that the people who were to run it were not able to build it, but the fact remains that the Department of Public Charities had nothing whatever to do with the erection of that hospital. It went along for some time, and then came the new charter. I saw this building and wanted it. I went after it. I was told that I had nothing to do with it. "Well," I said, "who has anything to do with it?" I wrote to the mayor, and asked him to stir up the

Department of Public Works—I believe that was the title of the old department. He said there was no such department—the charter had wiped it out. "Well," I said, "who is the legitimate heir of this defunct institution?" He said, "You had better ask the corporation counsel." I did. I found that it was the Department of Public Buildings, Lighting and Supplies. The Department of Public Buildings, Lighting and Supplies inherited the new Gouverneur Hospital from the old Department of Public Works. I have been after the Department of Public Buildings, Lighting and Supplies ever since I discovered this, and I have got everybody else that I know to go after them, but I have not yet got the new Gouverneur Hospital. I believe the contractor failed, and the hospital is in the hands of a receiver. Now, people who know what it is to be in the hands of a receiver may possibly figure out when the department of public charities will get the use of the new Gouverneur Hospital. I have ceased to figure on that, and am running the old hospital as best I can.

The proper housing of nurses is a great need. There have been no nurses' homes in either the almshouse hospitals or on Randall's Island. The nurses have had to sleep and eat by their sick patients, practically. There is no doubt at all that we could have better nurses—that we could have a better morale throughout these institutions if we could build nurses' homes and give the nurses a chance to rest and a chance to breathe some other atmosphere than that of the sick patient, and a chance to recruit from the labor that they undergo daily. I have asked for these homes; I have had plans made for them. They are now before the Board of Estimate and Apportionment, and I hope that we shall get an appropriation to erect them this year—not to erect them this year, but to get the appropriation this year. When I once get the appropriation I shall erect them as quickly as I can make the contractor do his work—which is not always very quickly. At the City Hospital there is need for more room for nurses, and the same thing applies. Plans are before the Board of Estimate and Apportionment for a training school there. One great need at the City Hospital is

a new waiting ward for the maternity hospital. The thing that is there now is a structure that I am afraid will fall down. It is impossible to improve it, because it is so rotten all through that it cannot be improved. It simply has to be torn down and replaced by another building. This is a great need, because the women about to become mothers are kept in this building. We have found in the practical working of charities that the maternity service is the service most dreaded by the poor, or at least the service most shunned by the poor; and the reason for that is that the private maternity hospitals have so much better equipment for treating maternity cases than the public hospitals have that the patient naturally prefers to go to the former. What we need is a place where these women awaiting confinement can have some comfort, and can be properly taken care of preceding maternity.

I do not consider the recent loss at the Industrial School on Randall's Island, through fire, a very great loss to the Department. The building was a shanty. There was a loss, however, in equipment and machinery. I am temporarily replacing that by taking a building there which was known as the men's dormitory and using that for a workhouse for Randall's Island. We take there the feeble-minded boys and girls and teach them manual labor, and the product of that labor not only supplies the whole of Randall's Island, so far as clothing and mats and baskets and tin-ware and the mending of shoes goes, but it supplies in some degree the rest of the Department. The feeble-minded boys and girls are the best workers in the Department of Public Charities. If I could get the paid help to work with such enthusiasm and energy and industry, I think the city of New York could very readily stand an increase of salaries throughout my Department, because then I could reduce the paid labor one-half, and economize in the end.

There should be a crematory in Bellevue Hospital to burn up the refuse. I am having plans made for the purpose of having one built.

There should be a central steam plant on Randall's Island, and

there are plans made and before the Board of Estimate for that purpose. At the present time each building is heated by stoves and coal. The danger from fire and the danger to inmates is very great under existing conditions. Under the new conditions the danger will be minimized, and there will be economy in the use of fuel, to say nothing of increased comfort to the inmates.

At the Metropolitan Hospital plans are already under way for tearing out the floors and ceilings, and to make it over generally, with the exception of the important feature of the improvement—which are water towers. I didn't have the money to build these towers, but the plans are now before the Board of Estimate and Apportionment for their building.

The one great need of the Public Charities, above these details, which may seem too numerous perhaps to you who treat of charities generally—but not to my friends of the State Charities Aid Association who go through every day and see what is needed—above all this detail the great and important problem before us is not only to get buildings well equipped, but to have them well managed and well manned after they are obtained, and, if we cannot obtain them, to get a service that will be efficient under existing conditions. The service in the Department of Public Charities is largely of the character of the buildings of the Department. It is a makeshift. The old conditions, where the prisoner did the work, still influence the Department. In old times the theory was that the prisoner should do the work. He was in Bellevue, he was in Gouverneur, he was in Harlem—he was everywhere. There was once a time when the nurses themselves, instead of wearing the honorable stripe of the uniform, wore the stripe of the penitentiary. Of course the theory was that the prisoner did the work, and the city, paying the prisoner nothing, was the gainer. The fact was, the paid employe assumed that he was there, not to work, but to watch the prisoner work, and the prisoner knew that he was there only to serve out his term, and he would not work. The result was—dirt everywhere, and no work. Now, during that period, and under those conditions, a man with a paralyzed leg, or with no leg, or blind in one eye, or with both arms off, could

watch a prisoner work as well as another man, and so he got into the department. The intelligence of this public became aroused on this question. It first turned the penitentiary woman out of the nurse's place, and gave us a school for trained nurses in Bellevue. And then it went on. It saw that the city paid for the care of every tree in the parks, for every stone in the streets, and for the very sewers, and yet left the care of the poor sick to prisoners. What would have been the result if gangs of prisoners had been set to work in the parks or on the streets? There would have been a riot in New York. It was not until this year, 1900, that the combined intelligence and study of this community got the prisoner out of the Department of Public Charities. But, thank God, he is out now. But, as the prisoner was eliminated, the pauper began to come in. Your paid man was not looking for work, and when you took his prisoner away he had to have something to look after, and so he got the pauper. I rounded them up the other day in Bellevue, and found one hundred and fifty-six. One hundred and fifty-six well men, living and sleeping in Bellevue Hospital, under the assumption that the city was saving money by having these people working for it for nothing. Well, my theory about labor, as about everything else, is that a thing that costs nothing is worth nothing. And there is one thing that I shall not permit, and that is that Bellevue Hospital shall be made a lodging house for paupers and tramps and hobos and bums. I called in the superintendent, and I said, "Here, what do these men do?" He had them all down—he knew what they all did. Well, I have been going through Bellevue Hospital about twice a day for the last year and a half, and I have noticed that when the summer time comes on, the shady places are full of people. In the winter you don't see them. They are somewhere else. But in the summer, when the weather begins to get warm, the shady sides of the houses are crowded, and the river front in the evening, and there is a lolling lassitude at noontime after they have fed. At first, in my greenness, I thought these were patients—convalescent patients; and, as a matter of fact, most of them have been sick at some time or

other in Bellevue Hospital. I first said to the superintendent, "You make all those fellows work." And then, as I used to come through every day, I saw that when they saw me they would run out and pretend to work. They were like so many bugs when you stir a rotten log, scurrying out. And oh, such bluffs at working! But once I doubled and came back. They were all back in the shade of the buildings. I had not gotten outside the door of the hospital when they had returned to their resting places like bugs to the rotten log. I said to the superintendent, "Discharge them all." He said, "Where shall I get men to do the work?" I said, "Well, suppose you try to make those you pay do the work." He replied, "There are not enough." "Well," I said, "discharge eighty of the hundred and fifty-six, and put the others to work. Then bring me a demand for more paid help, but bring with it a justification." The eighty are gone, and no application has been made for more help. The other seventy-six shall go, and I believe that when the one hundred and fifty-six have gone the corps of paid help in Bellevue Hospital will not be materially increased. All through this department the pauper laborer has got to go, as the prisoner went before him. His presence not only results in no practical benefit from his work, but it demoralizes the paid help; for as long as you have somebody for the paid help to command, to do his work, the work will be chiefly done in commands.

There is one other great problem that is a need in a different sense, and that is the segregation of the pauper. There must be something done in this community whereby the pauper who has some sense of decency left, some self-respect and some refinement of feeling, shall not be perforce compelled, by the conditions, to spend the rest of his or her life in association with an animal that is so degenerate that it is scarcely more than a living hog. I have a plan for that, but I shall not submit it here. It does not, as I understand it, come quite within the scope of this question, but it is the one problem that for all the years has withstood the intelligent consideration of people interested in charities throughout the world. I give way to Commissioner Simis.

Commissioner Simis:

I thank you very much for limiting the time of the speakers that are to follow Commissioner Keller. I was afraid that I should have to do as well as he did, and spend an hour before you. I am glad to be relieved of that responsibility. I felt really sorry for New York as I listened to him, and I assure you had I known that the conditions were such as he has depicted I should have used my influence to prevent New York being annexed to Brooklyn, for we have no such conditions there. We have not so many people as you have, but they are all pretty well taken care of, and the conditions that he depicts do not exist there as they do here. I will say that I have been associated with Mr. Keller in his work in the department of Manhattan and the Bronx, and I have been connected with the public charities a good many more years than he has. Consequently I know something of the conditions that existed prior to his administration of the charities department in the city of New York, and I want to say to you—and he has not asked me to say it either—that no board of commissioners of public charities that preceded his administration has done the amount of good work that Commissioner Keller has done in the city of New York in that particular line.

We have met here for the discussion of the question whether the public institutions are adequate to public needs. I, too unhesitatingly say, No. I am not going to infringe upon the condition of things here, but to speak of my own borough. And I see that this entire congregation is made up of Brooklyn people. I am glad that they are so much interested in this subject. The only thing that I can complain of is the want of care that the Board of Estimate and Apportionment exercises in looking after the interests of the poor in my borough. I suppose I could spend all the money that they give me; but they are conservative over here in New York, and they are not in touch with the people who have charge of the work as much as some of us, and therefore do not appreciate the necessities that exist in this department. Other departments will get more money than the Charities

Department; but you know the poor you have always with you, and shall continue to have them with you, and I suppose the Board of Estimate and Apportionment think, Well, we will always have them with us anyway, and let them get along as best they can with the money we give them. Consequently they do not come out to the institutions and see the people we take care of, and there is not the same interest in it as there would be in some of the other departments. In Kings county we have about one-third of the population that you have over here, and there has been annexed to it the county of Queens. Our almshouses were built in 1869. Our population has more than doubled since that time, besides which has been added to us the pauper population of the county of Queens. Now, it is unnecessary for me to say that the provisions for the care, maintenance and housing of poor people are entirely inadequate; but I have the assurance of some of the members of the Board of Estimate and Apportionment that next year they will give us some relief on that line, so that I can at least take out the sick poor that are now in the hospital department of the almshouse and put them into pavilions like those that Commissioner Keller has on Blackwell's Island. Over there our sick are not taken to a hospital, but are taken to a ward in the almshouse, the female sick to the female almshouse and the male sick to the male almshouse, and are taken care of in wards in those buildings. We want to separate the unhealthy and the ill pauper from the healthy, and put them in pavilions or houses by themselves. I am in hopes that next year that will be done. So that the only remedy that can be suggested is more money from the Board of Estimate and Apportionment. If they will give us more money we will relieve the conditions as they exist so far as the poor of Brooklyn and Queens are concerned; and of course that applies to the city of New York as well. When we come to the question of hospitals we notice this peculiar condition. Mr. Keller enumerated to you, I think, seven or eight hospitals, possibly six, that are public hospitals for the treatment of the poor sick in New York city. Now, our territory over there is larger. There are not so many

houses or people, but lots more ground; and yet we have but one public hospital in the county of Kings, and that is located in the suburbs of Flatbush, so that when a person becomes in need of hospital treatment, residing we will say on the northeasterly line of Greenpoint, right at Long Island City, he has to be carted through Greenpoint, eastern Brooklyn and Brooklyn proper until he gets away out to Flatbush, eight or ten miles, to the public hospital. Only four or five weeks ago I had to send a carriage to Flushing for a patient. Now, I guess Flushing must be fourteen miles from Flatbush, and I had to send a carriage to Flushing to take a sick person there to the public hospital at Flatbush. Now, I have a remedy for this. Commissioner Keller had lots of remedies, and I have one too. Mine is to establish a whole lot of emergency hospitals. I would recommend it to New York also. I have noticed that school houses and engine-houses are built throughout the populated districts of our city, to educate the children and to put out fires. Tell me why, in the name of common sense, we cannot have small emergency hospitals just in the same manner? Are not the poor sick entitled to the same consideration that the children are, so far as education is concerned, and that fires should be put out by engines? What would be easier than to take in the crowded districts of your city, if it were only a three-story house that would accommodate twenty-five or thirty beds, for emergency cases; and instead of having one of them, have twenty-five or thirty. Then remove from your emergency hospitals to some central hospital. Have three or four of these. The physicians residing in the neighborhood of these emergency hospitals would gladly constitute a visiting staff. I do not want the city to buy medical treatment from private institutions for its sick poor. It is the duty of the community to furnish that treatment, and to furnish the very best treatment it can. It is richer than the private organization, it has more means at its command, and it should use them for the purpose that I have indicated. Now, you will readily see that that system can be extended as your population increases. Why, I feel sorry when I have to see people brought to the Kings

County Hospital after traveling over hard pavements for six or eight miles an hour or two. Last Sunday they had to send an ambulance to Coney Island. There is no hospital between Flatbush and Coney Island, and think of the number of accidents that occur there, especially on Sundays. A man was injured in a collision, and there was no ambulance, no hospital. He had to be carted from Coney Island to Flatbush before he could be taken care of. Is that a proper administration of public charities, so far as hospital work is concerned? They could easily have a hospital at Coney Island where such a patient could be treated. But this requires money, and it cannot be done unless the Board of Estimate and Apportionment provides the Department with sufficient means to do this work properly. I say that this work is not being done as efficiently as it could be done if better means were provided for doing it.

The maternity hospitals, and that sort of work, does not bother me very much, because all that is done at the Kings County Hospital. But we are trying to get a new hospital in Brooklyn, and an application for it is pending before the Board of Estimate and Apportionment. It is a homeopathic hospital and the allopaths have made a good deal of trouble about it. They seem to think that I have made a mistake. I do not care what kind of a hospital we get so long as it is a hospital that we can put people in. These people found that they could not run it under the regulations imposed by the city, and they have said, "We will transfer this hospital to the city if you will take it and pay our debts." I have advised that this be done. We can put about two or three hundred people in it, and relieve the conditions in the Kings County Hospital very much. We don't want so many hospitals as you have, but we want our share. I want a good deal bigger proportion of the money to come to Brooklyn.

There are two things that I want to call to your attention that are not really a part of this discussion; but the bishop will excuse me if I allude to them. We have got to take care of these men who abandon poor wives and children and then these poor wives become inmates of almshouses and the children of institu-

tions. There is a remedy that I want to suggest to you. As it is to-day, according to the law, when a man abandons his wife and will not support her, he is sent to jail. He is not made to work—he is not arrested and punished as a vagrant, but is sent to jail and there remains until he can give bond, or until somebody will let him out. Now, I want your influence to have that law repealed. I want every man that does that sent to the workhouse and made to work. For every person who is sent to jail now for the non-support of his wife the community pays the sheriff twenty-eight cents a day for his board, and he lives in clover, while his poor wife and children are in the almshouse or institutions, or perhaps starving or begging on the streets. I want to go a step further, and to say that we should establish the whipping post. You will have fewer complaints of that character if you will be more rigorous in your treatment. You have been too easy with them.

There is another thing that I wish to talk to you about. I want you to use your influence in favor of legislation that will repeal, at least by implication if not otherwise, the present law respecting the commitment of children. Our lawmakers were very particular to direct that no children under two years of age should be taken care of in almshouses. Now, if there is a time when I think a poor baby should be taken care of in a nursery or almshouse, it is when it is between the age of 0 and 2. It seems to me that intelligent consideration of this question and its proper presentation would result in making it compulsory upon the committing parties, be they police magistrates or commissioners of charities, to commit all children, irrespective of age, up to 16, to some institution or association for the care of those children. Take the poor little babes, the poor little tots from one to two years of age out of the nurseries, and put them into institutions managed by competent women, and have them taken care of as they should be. If you do this you will have done a great work.

Ladies and gentlemen, I thank you.

Dr. Wheelock:

Before the year 1896 the Departments of Charities and of Correction were associated and were under the same administration; therefore a comparison of the numbers admitted to the institutions of the Charities Department can be made only between the years 1897, 1898 and 1899. The association of two such unrelated departments had been the cause of very confused, unsatisfactory and unscientific work in both. After the separation it became possible to begin a systematic plan for the improvement of the Charities Department, but the problem was and is one of slow development. However, with a Commissioner whose standards grow higher and higher as he studies and carries out his plans for the betterment of his department, we can be cheerfully patient—can hope for great things, and, in time, see the satisfactory results.

There are several difficulties in reaching an absolutely reliable basis upon which to form an answer to the question under discussion.

A faulty system of record-keeping in most of the institutions, until very lately, furnishes unreliable data for the deductions to be made in regard to the question before us.

The uncertainty of the number of cases which should be legitimately supported by the city in the private institutions is a factor also in the problem which needs adjustment. This adjustment can take place only after careful investigation of the circumstances of the applicant for charitable care has been made. It would add to the effective care of the destitute sick if some system could be established in the city of a "federation of hospitals"—if a clearing house, as it were, could be established, from which point distribution of "free patients" could be made. The haphazard manner in which sick persons may or may not receive proper care speaks loudly against the want of system at the present time.

Again, if the very large number of phthisis cases could be provided for by the establishment of State and city phthisis hospitals, a large number of vacancies would immediately occur in

the general hospitals. During the year 1895, in Bellevue Hospital alone, the number of such cases admitted was 760. The number in all of the hospitals of the department on October 1, 1899, was 214.

By a careful investigation of alien and State cases which are not legitimately chargeable to the city, and with a determined enforcement of the law to deport such as soon as discovered, it is possible that quite an appreciable amount of room would be gained in the public institutions.

In taking up each case as indicated in the program, we consider:

1. *Almshouse.*—The officially given figures of this institution show there has been a very decided decrease in the number of inmates; that on October 1, 1899, there were 743 vacant beds. Since that date, up to the present time, there has been no crowding.

2. *Maternity Hospitals.*—At the three maternity hospitals, Emergency, City and Metropolitan hospitals, on October 1, 1899, of the 129 beds, there were 62 vacant, almost one-half. The Emergency Hospital, in Twenty-sixth street, is apt to be crowded, but changes are to be made in the near future which will relegate the present building to other uses, and a larger building is to be occupied as a maternity hospital in Bellevue Hospital grounds. Overcrowding will then probably be obviated. In this connection it would be of interest to speak of the fine provision made at the Metropolitan and City hospitals for the maternity service, though a new waiting ward is still needed at the latter place.

3. *General Hospitals.*—At the three general hospitals, Bellevue, City and Metropolitan hospitals, on October 1, 1899, there were 658 vacant beds. The existence of so many vacant beds may possibly be explained by numerous vacancies existing in wards devoted only to special classes of diseases, while at the same time other wards for all classes of diseases in the same hospital may be continually full. Owing to the temptations of election times and the holiday season, the male wards of the hospitals

were considerably crowded during part of the winter; but as a rule the hospitals have not been crowded.

While stating that the public hospitals may be adequate, it is with regret that we must acknowledge they are not at all up to date in their construction. Bellevue Hospital is the most glaring example of an antiquated construction. The results obtained are indeed surprising when this is taken into account, and speaks well for the skill and unremitting care given by the staff of physicians and nurses.

4. *Reception Hospitals.*—The three reception hospitals of the department are Gouverneur, Harlem and Fordham hospitals. The new Gouverneur Hospital, unfortunately not yet handed over to the city, on account of the failure of the contractor, has a capacity of about 120 beds, and will, when occupied, meet the requirements of that part of the city.

Harlem Hospital is the only seriously crowded reception hospital. It should no longer be a reception hospital, and a new hospital of 150-bed capacity should be erected at once. This should be so planned as to its construction and land space that additions may be made as necessity arises in that rapidly growing section of the city.

Fordham Hospital is a lamentable instance of an unwise, if not culpable, expenditure of money from the city's treasury. The location, the construction and inadequate size of that hospital, on leased property, are to be condemned. In 1897 the city rented for ten years, at $5,100 per year, the site with a dwelling-house upon it. This dwelling-house proved unsuitable and inadequate for hospital purposes, and is now used as an administration building, the city being obliged to put up a new hospital, with a capacity of 44 beds, at a cost of $19,000. This hospital will become the property of the owner of the site at the expiration of the lease. The city should never have made such an arrangement. A larger hospital in a more central position will soon be needed.

Provision should be made for a convalescent hospital in the Department of Charities. Were this to be established, much good work would be done in relieving the general hospitals of cases which still need to be kept under watchful care till fully restored to health.

Another provision which should be made is that of proper quarters for the employes. Not one of the public charitable institutions has suitable quarters for its employes. This has become more of a need than formerly, when "any kind of place" was considered "good enough for the workhouse people." If proper quarters for employes were provided, still further accommodation in the wards of the hospitals and in the institutions (where now some are quartered), would be free for patients and would secure a more desirable class of employes or help those now employed to be better.

When the addition to the Pavilion for Hopeless Idiots, now in process of erection, is completed at Randall's Island, there will be ample room for this class. Many of the feeble-minded children held on Randall's Island should be provided for in the State institutions for the care of this class of children. At present New York county does not get the quota of children to which it is entitled in the State institutions for the feeble-minded.

When the proposed homes for the nurses at the City Hospital, Almshouse and Randall's Island are erected, these institutions will be much benefited. The plans for these buildings are now before the Board of Estimate and Apportionment.

The appended table gives the number of patients or inmates in the institutions on the 1st of October, 1897, 1898 and 1899, respectively. It will be noticed that there has been a decrease in the last year, which probably was owing to more careful investigation.

The Municipal Lodging House at Twenty-third street and First avenue would be adequate for the needs of casual lodgers if the whole of the building were given up for the use of men only.

What is an urgent necessity is a small lodging-house for women only, entirely separated from the present lodging-house. It should not be of a larger capacity than for 30 or 40 beds. A separate room for women with small children should also be provided in this lodging-house. At present the room with 24 beds for the women and children is on the second floor of the Municipal Lodging-House. This room is partitioned off from the men's dormitory, on the same floor, by boards to within about two feet from the ceiling, and then by slats to the ceiling. Conversations can easily be overheard from one side to the other, and, considering the class of people who frequent this place, it can readily be imagined that children must suffer contamination when forced to be listeners.

In summing up, therefore, our answer to the question under discussion is: The public institutions would be adequate for the present needs as far as the boroughs of Manhattan and the Bronx are concerned—given:

1. Proper investigation and distribution of cases needing public care;
2. A new Harlem Hospital and occupation of Gouverneur Hospital;
3. A convalescent hospital;
4. State and city hospitals for phthisis cases;
5. Suitable quarters for employes;
6. The completion of the addition to the Pavilion for Male Idiots at Randall's Island, and the erection of homes for nurses at the City Hospital, Almshouse and Randall's Island;
7. The admittance of New York county's share of feeble-minded into State institutions; and,
8. A small municipal lodging-house for women and children.

CENSUS OF THE DEPARTMENT OF PUBLIC CHARITIES FOR THE YEARS 1897, 1898 AND 1899.

NAME.	Bed capacity in 1899.	Number of inmates only on October 1— 1897.	1898.	1899.
Bellevue Hospital	966	709	770	641
City Hospital	756	695	597	580
Metropolitan Hospital	578	440	413	427
Almshouse	2,761	2,285	2,547	2,018
Randall's Island Asylums, Schools and Infants' Hospital*	1,293	1,278	1,238	1,158
Fordham Hospital	44	26	30	43
Harlem Hospital	40	42	46	34
Gouverneur Hospital	39	40	40	38
Total census of inmates only		5,515	5,681	4,939

Shows there were 576 less in number in 1899 than in 1897, and 542 less in number in 1899 than in 1898.

Total census of the whole department, 1897	7,123
Total census of the whole department, 1898	7,483
Total census of the whole department, 1899	6,643

Shows an increase of 360 in 1898 over 1897, and of 480 less in 1899 than in 1897.

The decrease appears to have been greater in the almshouse than in the hospitals.

The number of beds in the three maternity hospitals of the department is 102.

The number of births at these hospitals during the past three years was as follows:

1897	611
1898	574
1899	542

* 22 Quarantine.

SUPERVISION OF CHILDREN PLACED IN FAMILIES.

Discussion by Mr. Charles L. Brace, Secretary of the Children's Aid Society, and Miss Mary Vida Clark, Assistant Secretary of the State Charities Aid Association.

Mr. Brace:

Preliminary to the discussion of the subject assigned to me this afternoon, I shall briefly describe the placing-out work of the Children's Aid Society, and the results of this work for a term of years.

Total number of orphan or homeless children placed in homes for adoption by the Children's Aid Society of New York during the forty-five years since its organization	22,121
Total number of older boys and girls placed in homes in families in the country at wages	24,601
Children, mostly runaways, restored to friends and relatives in the country	5,057
Total number of children removed from city	51,779
Poor families assisted to the country where friends or employment had been found for them	39,989
Total number of persons removed to the country by the Children's Aid Society	91,768

Of the 22,121 children placed in homes for adoption, the number of boys was 17,206, girls, 4,915.

Of these, the number of children under five years of age was 1,018, over five and under ten, 3,673, and over ten, 17,430.

These children were received from the following sources:

From institutions	5,090
From the lodging houses of the Children's Aid Society	8,243
From other sources, mostly by surrender	8,788

The records of the Society from 1854 to 1874 are incomplete. In early days, while there was supervision of the children, the visitors' reports were not placed on file, but were published in the annual reports or in newspapers, and have disappeared. From 1874 the records of the Society have been very carefully kept, and of the 8,048 children placed since that time, a review of the records shows that the—

Number of children returned to New York was	630
Number who died	177
Number sent to reform schools	34
Number guilty of petty crimes	26
Number not doing well	227
Number doing well at last report	6,954

That is to say, the percentage at last report was:

	Per cent.
Is doing well	86.3
Not doing well	3
Guilty of petty crimes	.3
Sent to reform schools	.4
Died	2
Returned to New York	8

The records fail in showing the subsequent careers of many of the children for the reason that our wards, after they become of age, frequently dislike to have it known that they are in any way connected with an institution, so that we only know the present occupation of a limited number, but even in their incomplete form, these statistics are of interest. While the great majority of the boys became farmers and the girls farmers' wives, the—

Number of boys who entered the army	946
Number who became bankers	26
Number who became clergymen	19
Number in college	23
Number in business	451

Lawyers	34
Merchants	22
Physicians	17
Postmasters	6
Railroad men	49
In real estate business	10
Journalists	14
Teachers	81
Telegraph operators	18
Artists	1

Several have done well in the political field, two of our boys having become Governors, one of North Dakota and one of Alaska; two county commissioners, one a member of Congress, two district attorneys, one sheriff, and several members of State Legislatures.

The policy of the Society has been to concentrate the placing out of children in certain States so that the visiting agents of the Society in their duty of subsequently visiting the children in their homes may not find them too broadly scattered. In the first twenty years, the agents of the Society confined their work to the following States: Connecticut, Illinois, Indiana, Massachusetts, Michigan, New Jersey, New York, Ohio and Pennsylvania. Our emigration to those States ceased largely at that time and in the last twenty-five years it has been confined to Florida, Iowa, Kansas, Minnesota, Missouri, Nebraska and Texas. In the last three years, owing to certain restrictions of the law which make it necessary to place children transferred to us by the public officers in the State of New York, we have returned again to this field, and during the past year 78 homeless children were placed in homes in this State. While a certain limited number of good homes can be found for dependent children in New York State, the effort is somewhat slow for the reason that in a crowded community such as ours, even in the rural parts of the State, it is difficult to persuade people to take strange children into their homes.

The Children's Aid Society, as is well known, has found its best field for family homes in the West. In the Missouri valley is a region of fertile farm land, probably the most prosperous agricultural section in the United States. It includes Iowa, northern Missouri and eastern Nebraska and Kansas. The majority of the population is of old American stock, with a large proportion of Germans who emigrated to this country years ago. These farmers are well-to-do, warm-hearted, hospitable and thoroughly alive to the need of educational and religious training for their children. The percentage of illiteracy is smaller in these States than in any other; the importance of Sunday schools is also recognized and in temperance questions these communities are in the lead. For 25 years the Children's Aid Society has been placing dependent children in farmers' families in this region with most satisfactory results, as may be seen by any one who cares to make an inspection of the records of the children placed out by us. The patient devotion of these people to children whose habits are at first so often bad has brought about this good result.

Method.

The number of children placed out annually by the Society averages about 300, about three-fourths being boys, the average in age being 12 years. Much better homes offer for the little children of six and eight years of age, and about one-third the whole number of children placed are of this age. The best people of the community are glad to take the little ones as young as this for the reason that besides the fact that it is the most attractive age of a child, it is well understood that bad habits are less likely to have been acquired and are more easily corrected, and the child more readily becomes a member of the family. The older boys and girls of from 10 to 16 years are more likely to be ill-trained, of bad habits and of a restless nature. These children give us the most trouble and the most anxiety, but we cannot refuse to do our best for these as well as for the more attractive little ones, not only for the sake of

the children themselves, but for the sake of saving the community from the burden of possible vagrants in the future. Our success in permanently placing these older children is a source of great satisfaction to us and this success is due, in the first place, to the training they receive at our farm school and secondly to the patient efforts of the agents who become the friends of each one of these boys. Our Texas agent can tell you off-hand the names of every one of the 142 boys he has placed in that State, where they are, the name of the foster parents, and is on a confidential friendly footing with every one of them. So it is with the agent for Missouri and Kansas, also with the agent for Iowa, and also with the two agents for New York. It is this friendly intimacy with the children and with the families with whom the children are placed which has made this work the success it has become.

To place out, to visit and to correspond with the 300 children who pass through our hands annually, we have now in our employ eight traveling agents, besides the office agent and the correspondent, Mr. L. W. Holste. Besides these regularly employed agents, we have nine western resident agents, who are employed temporarily as their services are needed to travel to any point to which they may be called, to visit or remove children as the necessity arises. There is also in each town near which children have been placed a local committee of leading business men who have agreed to look out for the interests of the children and to temporarily look after them when trouble arises until our agent, summoned by telegraph, can arrive.

Our system of placing is as follows: Small parties of children in the care of an agent leave the central office on certain days for the country. The parties to New York State are necessarily small because of the lack of interest, and number two or three, the parties to the West number from 12 to 15. Arrangements for their reception have already been made, the applications have been filed with the local committee and have been passed upon by the committee, and all that remains is the selection of the children by the applicants, but these selections must be ap-

proved of by the agent. It is his duty at once to inspect the home of every applicant and the agreement with the applicant is signed only when the inspection has shown the home to be a proper one, and the information obtained by the agent as to the standing of the applicant is satisfactory.

In these few remarks I have not dwelt upon the system of filing applications and obtaining references of applicants, all of which is a necessary part of such work. While office work of this nature is all very well, it is the personal inspection by the agent and the personal interviews with the people of the community which enables him to judge of the nature of the home in view. It is this personal work, the recognition of the individuality of each child and of each foster parent, and the need of suiting the child to the home and the home to the child, which has made our work the success it has become. Nor do we dread the possible influence of heredity, for we find that we cannot know beforehand from the child's ancestry how the child will turn out. Time and time again the children whose parents have been vicious have under changed environment become respectable members of society and even distinguished citizens.

As an interesting example of this question and also showing the care with which the children are visited by the agents, I copy from the records the following case:

An important study in heredity was published in the Thirtieth Annual Report of the New York Prison Association, showing the overwhelming importance to the community of caring for every vagrant child. The paper was an account of the genealogy of the vagrant girl called Margaret Jukes, who has since come to be known as "Margaret, the mother of criminals," who lived in Ulster county about 100 years ago. Seven hundred and nine descendants, most of whom were criminals, prostitutes or paupers, were tabulated and the cost to the county during this hundred years for having neglected one vagrant child is estimated at the enormous sum of over $1,000,000.

In 1887 a descendant of Margaret in the seventh generation, an illegitimate boy two years of age, was surrendered to the Children's Aid Society and placed in a family home in Kansas.

In May, 1888, he was visited by an agent of the Society, who found the little boy doing well. October 7, 1889, and June 4, 1890, the same report was made. May 15, 1891, Mrs. S. (the foster mother), writes that her darling little son is perfectly well. He attends school regularly and is a diligent little fellow. He is their greatest joy.

March 29, 1892, the boy is reported as doing well. On April 8, 1893, December 10, 1894, November, 1895, and December, 1896, the same reports were made. August 15, 1897, the foster mother reports that the boy is getting beyond her control and asks for advice, which was given by our agent.

November 25, 1897, the boy was removed by our agent and placed in another home.

December, 1897, visited by the agent, who reports that the boy has a good home and is happy. December 21, 1897, the local agent reports that the boy ran away from his home and is living with a neighbor.

February 17, 1898, reported by the agent as doing well. November, 1898, visited by the local agent, who reports that the family are much attached to the boy and he to them.

December 3, 1899, visited by our agent, who reports the boy left his home for a while because he wanted his own way, but returned and is doing well. The boy has an excellent reputation in the neighborhood.

As he is now 16 years of age and is without fault, except that he occasionally wants his own way, is well educated, of good appearance, and with an excellent reputation in the neighborhood and has many friends, we have no doubt that he will be successful in his future career. This is a remarkable example of the fact that evils of even the worst inheritance can be overcome by changed environment early in life to good influences.

Miss Clark:

There are very grave dangers involved in the placing out of children. Perhaps you may consider that a surprising admission from one connected with the State Charities Aid Association,

for I know that many people think we are bigoted devotees of the placing-out system; but in reality we think that no one who does not fully realize these dangers and who does not take every possible precaution to avoid falling into them can possibly do good placing out work. Since our Association has gone into the work of placing-out children in family homes, we have made an effort to perfect the methods, what may be called the machinery of investigation and supervision, in order to eliminate as far as possible every element of danger. Of course, I cannot say how far we have succeeded. It will take years, perhaps, before we can find out. We must see our children grown up to manhood and womanhood before we can confidently estimate the results of our work. What I propose to do is to tell you briefly what our method is. I shall not introduce any interesting stories about children, for I understand that this is an assemblage of people who are doing active work in various fields of charity; and the important thing for us is to know just exactly how to go about our work. I do not think that this will be a repetition of what Mr. Brace has told you, because our work is essentially different in many particulars. The Children's Aid Society places out children all over the United States, and of course largely in the West. We undertake to place children only in this State, and perhaps a little in adjoining States. Then they place out numbers of older children, while we make a specialty of placing out little children, children under ten years of age. One-third of the children we have placed out have been babies, and most of them have been under ten. The average age of their children is said to be twelve years, that of ours is six. You can see, therefore, that in many respects our work must differ from theirs.

The difference between good placing out and bad placing out is largely a matter of method, and we should be the last ones to deny that there is very much bad placing out work. I think the fact that there is so much has caused the wide prejudice against placing out which we find in the minds of so many good people. You can scarcely mention the subject to many managers and superintendents of institutions without bringing

down on yourself a perfect avalanche of objections. Many of them will describe to you in detail the bad results that have followed in cases where they themselves have placed out children, apparently thinking that their stories discredit the placing-out system, while as a matter of fact they are naïve acknowledgments of incompetence and carelessness on the part of the persons who did the work described.

There are three things to be considered in placing out children: first, What children shall be placed out? second, What homes shall they be placed in? and third, How shall they be supervised after they have been placed out?

First, as to what children shall be placed out. That is a question on which people have very decided differences of opinion. If you ask superintendents or matrons whether there are any children in their institutions that ought to be placed out, the answer will ordinarily be, "No, there are no children here that are suitable for placing out. They all have friends." Having had several experiences of that sort myself, I made a study of just what they regarded as the circumstances that would make it possible to place a child out, and it seemed to me that it all turned upon this matter of "friends." If a child has friends, then it should not be placed out. Now, there are friends—and friends. A child's friends may be worthy parents who are temporarily in distress and will be able to take it home in a little time, or, on the other hand, they may be aged grandparents who will never be able to do anything for the child, or aunts, uncles, cousins, brothers or sisters who have no intention and no ability to care for it, but who do still take an interest in it. Now, ordinarily, it is considered that all these people would seriously object to having the child placed out. Of course the parents would object, and they would have a right to object, when they are going to be able to take their child home, and I do not think any good placing out society would take a child away when there is any real prospect that it can be provided for by its family in the course of a short time. But this matter of distant relatives needs a little more attention than it has yet received. As an instance of this

I may tell you of our experience with one of the institutions where we began when we started our work. Through Commissioner Simis I was introduced to an institution in Brooklyn where there were from 150 to 200 children, and where I was told as usual that there were no children suitable to be placed out. One day I sat down with the matron and went over the records of the home, taking up the case of every child that had been received and inquiring about the circumstances of each one. The memory of a matron of an institution is something phenomenal. These good women know everything about every child, though their memory is frequently more copious than relevant. But it is possible to follow the thread of the story through the maze of discursive family gossip and secure the necessary facts as to names, addresses, dates, etc. After I had eliminated all the children that clearly should be kept in the institution, because they had relatives that would be able to do something for them, and after I had also eliminated all the children that were clearly cases for placing out, because they were orphans or had no friends, I took a list of the children who had friends and who were frequently visited, but whose friends were not known to have any plans for their removal. At first I had a list of twenty-five of these children, and I called on all the friends. In one case, I remember, the friends turned out to be aged grand-parents who never would be able to do anything for the child, but who were very fond of it, and would have been very unwilling to have it go far away. When the grandmother was asked whether she would consent to have the little grandchild placed in a family home, she promptly replied that she would never think of such a thing. But when I told her about some particular home, just what the lady was like, and what she planned to do for the child, and so on, she changed her mind, and decided that it would be a very nice thing. In many cases I found that the friends were older brothers and sisters who were having all they could do to support themselves, and could never hope to do anything for the children, but who had a feeling of responsibility for the care of them, and were anxious to have the best thing done. They were unwilling to have the children go where they could not

see them; but after I had talked for a long time about the temptations of city life and the advantages of country life, and described individual homes that I could offer, and homes not too far away, where it would be possible for them to visit the children, I generally secured their consent. In a number of cases I found that there were relatives who were financially able and morally fit to care for the children, and who seemed quite willing to take the children home, when the desirability of their so doing was brought to their attention. Out of the twenty-five children on the list six were taken home by relatives, and I secured fourteen for placing out. That left five children out of the twenty-five who seemed suitable to remain in the institution. I do not say that this is the proportion that would be found in all cases, but I think that this matter of friends is something that deserves looking into more closely. I do not think children can be placed out wholesale—it is only decent to respect the feelings of those who are interested in them. I think that a little co-operation with those relatives and friends who have a right to know and to be interested in what is done, and to dictate to a certain extent regarding the disposal of the children, ought to be required of placing out societies.

Having found the children, the next thing is to find the homes. How are we going to be sure that the homes we get are good homes—that we are not putting the child in a home where it is going to be subjected to temptations or bad influences or lack of attention, or any of the surroundings that are not for its best welfare? I think we can be sure of that only by a very careful and strict system of inspection of the homes and investigation of the character of the families. I will describe to you what our system is, simply because it is the best system we know. If you know any better system we should be glad to adopt it. So far as we have gone we have found ours satisfactory.

In the first place we advertise in the country papers for homes for children under ten years of age, and in that way we avoid dealing with families who are going to apply for children to work. People who want a child for a household drudge

want one from twelve to fourteen years of age, while those who will take a child under ten generally want it really to be a member of the family. When we receive a letter from a family wishing a child, we send what we call our application blank, which asks a great many questions about the members of the family and other persons living in the home, their financial condition, their church connection, etc. We also ask them for the name of three neighbors as references. To these references we send a list of questions, asking whether they know the head of the family to be moral, and to have a kind and even temper, whether his wife is a good sensible woman, what the financial condition of the family is, what church they attend, and whether the references would honestly consider the home a good one for a child. But we are not satisfied with these three references. They are likely to be friends of the applicant, and they frequently know that the applicant has referred to them. So, in every case, we have a number of what we call independent references. Among these would be the local members of our Association, if we have them in that part of the State—and we have them all over the State, some 800 of them—the local leaders of the W. C. T. U., the clergymen, the postmaster, the station agent, and any one that we might happen to know. We make it a rule to write to three or four people whose names have not been mentioned by the applicant, and who can be relied upon to give the right sort of judgment of the family. In this way we get very full information. No one reference, of course, could be relied upon altogether, but when many agree we feel that we can trust their estimate of the home. In this way we are able to eliminate nearly one-half of our applications as unsuitable—homes where we think the child is going to be taken for working purposes, homes for girls where there are boys about the same age or older, homes where the people are too old or too young, where they are not financially able to care for the child, and so on. After we have completed the investigation by correspondence, if the results are favorable, we send an agent to visit the home. She not only

visits the family and has a long talk with them, and informs herself regarding their general financial condition and the whole family history, but she also visits every one of the references and talks confidentially with each about the family. People are sometimes willing to say more than they will put on paper. She stays on the spot until she gets all the desired information, and she always gets it in the end. By the time we are ready to use the home we have full information about it. We know just what the home is, and we are not taking any risks in placing a child in it. This costs a good deal of money and takes a good deal of time, but we would rather do a smaller amount of placing out work, and be sure that every child is placed well, than to place a larger number and not be sure. Irretrievable mistakes can too easily be made in this sort of work.

Having found the home, and having placed the child in it, the question arises as to what amount of supervision should be required. In the first place, we do not make any agreement which will bind the people to keep the child indefinitely. Our object is the welfare of the child, and we do not want to leave it in a home if it is unhappy there, and we do not want the people to keep it if they do not like it. Our agreement allows them to give the child up at any time if they are dissatisfied with it, and leaves us free to take the child away if we are dissatisfied with the home. After a child is placed out we visit it at least every six months. Of course, having children all over the State, and going constantly about, we can easily do that. Frequently we visit them oftener than twice a year. After they are legally adopted we cease to visit them except as friends. We also keep a record of the child's school attendance, and this gives us an opportunity of hearing regularly from an unprejudiced person like the school teacher, who can tell us much besides the record of study and attendance. We furnish these school teachers with blanks telling the number of school days the child has been in attendance, the child's record in all the different branches, and we leave plenty of room under the head of "remarks" for observations, as to how the child

looked, whether it was happy and well cared for, etc. We also keep up a vigorous correspondence with the family, and with the child after it is old enough to write, and very often we hear from people in the neighborhood who know us. And so we keep our finger on each child all the time, and know exactly what is going on, and are ready to take the child away at short notice if it is unsuitably placed, and to put it into another home, or to do whatever seems to be required.

We think that this sort of work could be done to a greater extent if it were done with care. It cannot be done wholesale. Every case is different in many ways from every other case, and each must be handled in a different way, and with a considerable amount of tact and sympathy, and a knowledge of what that particular child requires. The selection of a child for a home is a good deal of a lottery. A child liked in one home may not be liked in another, and a home which is suitable for one child may not be suitable for another. The child may be desirable and the home may be desirable, but it is a psychological problem whether that particular child will fit into that particular home. I have never discovered any formula which will serve as a basis for decision, except this—that any young child, any child under seven, especially any baby, is almost sure to be satisfactory in any home, while older children are more likely than not to be unsatisfactory in any home.

Those who go into work of this kind, and attempt to meddle with helpless human lives, must go into it with a great deal of thought and a great deal of care. It is not sufficient to be simply sincere and devoted—it is necessary to be, in addition, intelligent. The work must be done with an understanding of everything that is involved, with some knowledge of the world as well as of children. But I think if it is undertaken by people who give it this earnestness and this intelligence, it can be well done, and it can be done without hurting any one's feelings or taking children away from associations that they should be kept in, and without anything but the most perfect harmony between the institutions and the placing-out societies.

Wednesday Evening, May 9th, 8 o'clock.

Hon. Bird S. Coler, Comptroller, Presiding.

FINANCIAL PROBLEMS OF PRIVATE CHARITIES RECEIVING CITY AID AND OF THOSE NOT RECEIVING CITY AID.

Discussion by Mr. John Crane, Chairman of the Finance Committee of Special Works, St. Vincent de Paul Society; Mr. Frank Tucker, General Agent of the Association for Improving the Condition of the Poor; Mr. Robert W. de Forest, President of the Charity Organization Society.

Comptroller Coler:

If public life has its drawbacks, it has also many compensating advantages, and one of the chief of these I count to be the privilege of association with a gathering of this kind.

It is always fascinating to deal with really large questions. There is a gratification in feeling oneself to be a factor, however insignificant, in the settlement of great problems; and, surely, among the great problems of social life that of charity is one of the foremost.

The topics for discussion this evening possess peculiar interest for any one viewing this problem from the standpoint of official life, especially if that person chances to be charged with the duty of disbursing the public funds raised by general taxation. One of these topics is entitled "Financial problems of private charities receiving city aid and of those not receiving city aid." I suppose every private charity feels itself to be chronically "hard up." That is but natural. It would be a standing reproach to any private charity if it felt itself otherwise.

If, with all the suffering and distress of this world, a charitable institution were to report a surplus at the end of its fiscal year for which no proper use could be found, the natural conclusion would be that something must be wrong with the management of the institution.

Impecuniousness verging on the point of insolvency is, I believe, the normal condition of our most useful charities. Under these circumstances the effort to secure financial relief is constant, and, of course, this effort is continually seeking the line of least resistance. I believe the city treasury is commonly supposed to occupy a position somewhere on this line; it is regarded as what our sporting friends are wont to term an "easy mark." In that particular line of least resistance I happen to occupy for the time being an unfortunately prominent position. At all events, I have felt the pressure, and I can assure you that I have come to entertain a most wholesome regard—in fact an exalted opinion, of the energy and eloquence and persistence of those charged with the duty of making good deficiencies in the revenue accounts of charitable institutions. When I was a boy I used to play football, and in doing so learned by experience the difficulties of interference with the "flying wedge;" but on the whole I think it is rather more difficult to say "No" to the demands made by gentlemen for whom one entertains the deepest respect when their demands are made in behalf of charities whose nobility of purpose is beyond denial.

Yet there must be a point at which this "No" has to be uttered. The demands of charity have scarcely any limits; but it is otherwise with the complacency of the taxpayers. Fortunate are those who see only one side of the picture. But I have met the October taxpayer in all his glory and dignity of purpose; and the October taxpayer, mark you, is the only genuine, unadulterated article—for that is the month when he really pays. During the other eleven months he only growls; that month he bites.

I sometimes think that it is because the budget is prepared in the month of October that the members of the Board of Estimate and Apportionment have the courage to resist as well as they do the eloquent and really moving appeals which are made to make that budget a second edition of the Charities Directory. They are fresh from their encounters with the October taxpayers—the echoes of their wrath still linger in the air, and courage is found to utter that fateful "No."

Seriously, however, it would be extremely desirable if, by such discussion as may take place here to-night, or otherwise, a clear understanding might be reached in regard to the extent to which private charities might expect with propriety public assistance. It is manifest, or it ought to be, that the city cannot be expected to maintain, in whole or in part, every charity which the benevolent ingenuity of man may invent or establish for the benefit of his fellow creatures. Just as there are some charities which should be and are wholly supported by the public funds, so there are others, excellent in their class as they may be, for whose benefit the taxpayers should not be compelled to contribute a dollar. Between the two extremes there are institutions—hospitals, for example,—which receive substantial assistance from the city, which, however, forms only a minor portion of the receipts necessary for their maintenance. It is in regard to such institutions as these that I expect to be enlightened by this evening's discussion. I should like to know for one thing whether the receipt by such an institution of a substantial donation from the public funds does not have the effect of making it more difficult thereafter to secure private gifts. Take, for example, a hospital which for many years has been operated solely by private contributions. It is always difficult to secure those contributions, of course; still it is done. This year, we will say, that institution secures $25,000 from the city. Does the hospital itself, as a charitable institution, benefit by this public gift? Is its scope of charitable activity increased? Or will its books merely show the same amount of money received during the year, in which case the city's donation would merely serve to relieve its patrons of a portion of the burden which they had previously assumed? The effect of such gifts of public money upon private benevolence is an extremely interesting question.

I am only a novice at these problems, and my mind is open to the impression which I hope to receive from those who are qualified to speak with authority; but if I may hazard an opinion on this subject, based on the little experience I have, that opinion would be somewhat as follows:

A charity must be either such as the public owes a duty for its support, or else such an one as to which no such duty can be predicated. If the former, the city should either manage the charity itself or else wholly and adequately support it through private management. If the latter, the taxpayers should not be compelled through the medium of government to contribute at all. In the latter class I place all charities which perform works of outdoor relief which seem to me to belong peculiarly to the field of private benevolence. In the former class belong the institutions which, under our system of private management, care for dependent children.

But I have already occupied too much of your time. I will only add that the other topic for discussion this evening, "Upon what principles should the upper age limit of city payment for reformatory cases be fixed?" is also one in which the city government must necessarily take a great interest. There is no charity question with which the department of finance is concerned which is involved in so much confusion and uncertainty as this. The legal rights, duties and obligations of reformatories and the relation which the city treasury should assume in regard to reformatory cases are matters which should be cleared up and placed upon a firm and certain foundation. The question is somewhat technical and I am glad that the speakers who are to discuss it to-night are specialists from whose intimate knowledge of the subject we may all hope to derive the most useful enlightenment.

Mr. Crane:

I do not know what grudge my friends had against me to call me forth from the ranks of the workers and ask me to address you this evening, but being informed that it was more or less of an informal affair, and having no time to prepare a paper, I will give you in a desultory sort of manner a chapter from the book of my experience, and mostly in the Society of St. Vincent De Paul. As to societies receiving aid from the city, I have had very little experience, inasmuch as I am neither a

trustee nor take an active part in them, although I know a great deal about their work and am personally intimate with many of the officers of these societies, especially in the Protectory and kindred institutions; and I shall have to disagree somewhat with our friend Mr. Coler in the view he takes of those charities,—that is, that the city should have full control and pay all expenses, or else they should exist separately by their own exertions. I differ on this ground: I know that in the different charities that I am familiar with amongst our non-Catholic friends it is generally the very best people in the city, people full of the milk of human kindness, that are connected with these institutions and do all the good that is possible for them to do. As to our Catholic institutions we have, in addition to the laymen who give more or less of their time to the work, and zealous Christian brothers, an army of ladies who have left fathers, mothers, sisters, and the world in fact, and are devoting their time exclusively to the care of the sick, the poor and the needy. They give their whole time, their whole life, and the love and affection which they lavish upon the children committed to their care is unknown in public institutions—and in this I am sure Mr. Coler will entirely agree with me——

Mr. Coler—With the exception of the dependent children.

Mr. Crane—Yes; in these institutions—I mean where they offer to the city their experience, where they offer this army of workers, the city should be glad to avail itself of them. By giving a moiety of what it would cost to support these children in public institutions separately, the city gets work that cannot be bought with money, and receives results far superior to those which any public institution could give. I am sure that I only state the facts when I say that these institutions are saving for God and for society thousands of our fellow creatures who otherwise would be lost. There is one thing, however, that we must not lose sight of—notwithstanding the good that is done by the different institutions,—it is this: that the family is the foundation of society and it is the family above all things that should be nourished and should be protected and should never be broken up

where it is possible to prevent it, unless where by keeping them together the children may from their surroundings be lost. And I am glad to say that that fact is generally appreciated. After all it is from the family that we get our best results, and it is those raised in its bosom that become eminent and who are, as a rule, the greatest and the best in the land. In my experience as connected with the Society of St. Vincent De Paul, I have not in the last thirty years separated a family, even where the father was a drunkard, where it was possible to keep them together and preserve the morals of the children.

If there was any hope of reclaiming them we tried to give them a little extra assistance and keep them together. It was only in the case of immorality, or where the mother was an incorrigible drunkard, that we at once broke up the family. I think that I could personally recall at least fifty families in the districts where I visited that were kept together that would have gone to pieces otherwise. It is difficult to reunite a family after they are once separated and sent to institutions, and it is the custom of the presidents of the various conferences to caution the brothers of the Society of St. Vincent De Paul to be very careful about breaking up the family. I wish to correct an erroneous impression. Many people are of the opinion that there is a great deal of vice in the tenement houses. There is everywhere, but, for my part, after an experience of thirty years' visiting, and I certainly have visited thousands of families in that time, I will say that it is very seldom we find a family where the mother or daughters are suspected of immorality. There is not five per cent. where there is any indication of this vice, and I firmly believe that the average morality in the tenement house district is as good as it is in any part of the country.

We must admit, however, that the country is the place for children. That is the proper and natural place for children to reside. They grow up robust, lusty, and self-reliant, under proper conditions, and our society has successfully conducted the placing out of dependent children in the country amongst the farmers as much as possible. I am glad to say that our efforts in this

direction are meeting with success and we hope to increase and multiply this salutary work. I will say further, in my opinion it was not commenced an hour too soon. Whilst the discipline and the teaching in the asylums and places of that kind are good, the training cannot be as good in its results as in the more natural life in the family, and therefore when we can find a Christian home where we can place a child where its moral and religious education will be looked after and where it will be brought up in the fear and love of God and with the idea of duty and of honor, it is far better to have it there than to raise it in an asylum.

On this point, however, I will mention that between our brethren and friends who may differ from us—I speak now as a Catholic in religious faith—that we may have a little difference of opinion. As we believe that in the future of the child the soul is far more important than the body and that moral and religious teaching is of far greater importance than a mere temporary or temporal benefit, we are particular as to the family to which our children go. We do not seek—I think it would be very foolish of us to seek—to place our children amongst wealthy people, simply because they are wealthy. As a rule they do not come from wealthy people. They are children of the poor. Their parents are accustomed to work, and we would much prefer placing a child with a kind, honest mechanic, or a small farmer, or even a laboring man who will support him and will bring him up with the fear of God before his eyes and the correct idea of his duty toward his neighbors, than with another with more worldly advantages, whose character in that respect would be doubtful, or who would neglect the moral side of the child. Nothing stands with us except the moral character, the kindly disposition, and the ability of the person adopting the child to care for it.

Now, as to the societies not receiving aid from the city, I am glad to be in accord with the Comptroller. So far as it applies to the Society of St. Vincent De Paul, we have always had to "paddle our own canoe," and in great emergencies we have

sometimes got small moieties, which really amounted to very little. Still the work of raising money has been left to ourselves, and, in order that you may comprehend our society somewhat, I will briefly mention its character and its organization. It was organized in the last century by a student of the Sarbonne in Paris, who conceived the idea that the proper way to give charity to the poor was to visit them in their houses and distribute alms and wholesome advice. He consulted a clergyman, who encouraged him, and he organized a small band. This young man died before he was forty, but before he died he saw the society which he had established flourishing throughout the whole of the civilized world. In this city there are sixty-five conferences, and in Brooklyn about two-thirds as many. A conference consists usually of about twenty to thirty members in each parish. They assemble every week, open their meetings with a short prayer for Divine guidance, and then follows short spiritual reading, usually from the Scriptures, or from the following of Christ—and this year especially the Scriptures, because it has been enjoined by our Holy Father the Pope, that the Scriptures especially be studied this Jubilee year. After that, the roll is called and visitors from each district announce their wants and report on cases visited. Then there is a collection taken up among the members themselves. This is a secret collection, because we do not wish the member who only has a nickel to spare to be shamed by the merchant who sits alongside of him and gives a five dollar bill. That is one of the means of sustaining our society. The next means is the poor boxes in the various churches. The pastors themselves give to the Society of St. Vincent de Paul once a year, usually at the beginning of the winter season, a collection made in the church, or a lecture or something of that kind, for the benefit of the society, and this carries the conference generally through the year. We collect and spend sixty to ninety thousand dollars yearly in this city in that way. Of course there are times when extraordinary means have to be resorted to. I remember in 1893 at the time of the panic I was called to preside over a

conference in the Sacred Heart parish, and the poor were very numerous. Hundreds were applying for relief. The conference was small and had no means. We suggested to the pastor, the Rev. Father Mooney, that, so long as the conference of St. Vincent de Paul recognized no difference in the religion, color, or the nationality of any of the people in the parish, and gave alike to all who applied, provided they were found worthy, we should ask all who could to assist us. He was somewhat doubtful about the experiment. Two of our members undertook to canvass the parish and we raised at that time a considerable sum. We continued the work and expended over $7,000 that winter, and we relieved 350 families. I am glad to say that amongst the most generous contributors were people not of our own faith, but people of every faith and of no faith, Jews and Gentiles. And so I have found always that whenever you appeal to a man as a man for a charitable purpose he does not stop to inquire to what church you belong.

One experiment we tried was a peculiar one which I will explain. We found in looking over the list of the business men of the parish there were 214 saloons, and, as we knew that most of the money that deprived our poor people of bread had gone into those saloons, we thought it but fair that we should ask them to make a little restitution, and we canvassed every saloon in the parish, and I am sure the result would astonish you. Only four salooonkeepers out of 214 gave a farthing. I have noticed that whenever we made a collection it was very seldom that the saloonkeeper gave anything. Their hearts seem to be entirely hardened against the poor.

I will mention another means of raising money which prevails in at least one conference which I know of in this city, and which I am sure many of you have never heard of. That is a species of devotion called St. Anthony's Bread. The good St. Anthony is a saint that people pray to when they have lost anything or when they want anything especially; they consider that as he is a friend of God, and as they believe in the Communion of Saints, that he can help them and that he will. This par-

ticular devotion started in France some years ago by a young girl who promised ten loaves of bread to the poor, if she got something she was looking for. She got it and her example was followed by her neighbors, and the result is that they supply a hospital in that neighborhood with bread from that source. Hearing that St. Anthony's conference in Brooklyn had adopted this devotion, for we must admit our Brooklyn friends are far ahead of us, a committee went there to see how it was done. They were getting over $2,000 a year from that source and we recommended to our pastor the adoption of the devotion in the parish for the benefit of the conference and the poor. He said he did not like to introduce anything new, but after waiting six months and the conference appealing to him again he consented. That conference is now receiving $25 to $95 a week from that source. It is a very business like affair, I assure you. I will give you an example. For instance, a man is out of work, he simply prays and promises to give $2 or any other sum out of his first week's wages for the benefit of the poor. If he gets his position in such a way that he is sure St. Anthony has had anything to do with it, he immediately pays his $2. If he gets nothing he pays nothing. Some of them write letters and put them in the box. One letter was from a little girl. She said: "Dear St. Anthony: I wish you would make papa stop drinking, and if you do I will give you five cents at Christmas that my aunt has promised me; and pray for me also that I will be a good girl so that I will have that five cents given to me."

I will not trespass more upon your time, as I am sure you are anxious to hear the eloquent gentlemen who are to address you and who have made the subject of charity a life study.

Mr. Tucker:

Viewed broadly, the finances of private charities present two problems, how to get and how to spend.

Both are productive of much thought, difference of opinion and anxiety on the part of governing boards and executive officers.

There are comparatively few in the field of charitable effort who are competent to spend wisely. This may seem a strange

statement, but it is proven, I think, by the very doubts that exist in the minds of the best thinkers as to the wisdom of present day methods, and the many great and rapid changes in methods that have taken place in all lines of charitable effort in the past quarter of a century.

But if there are few who can spend wisely there are still fewer, I believe, who can get wisely,—and well. The volunteer member of a governing board whose standing, reputation and means permit of his asking his friends and acquaintances to contribute to the particular work in which he is interested, hesitates to do so because he puts himself under an obligation to similarly respond when asked—and perhaps for the support of something of which he does not approve. On the other hand executive officers have been for some time past employed in opposing the use of methods which are unwise and detrimental, and have not perhaps devised substitutes which are entirely satisfactory and effective.

With this general statement of the situation let us first consider the problem of how to get.

The methods most in use to-day are probably the collector, the entertainment, the printed appeal and the newspaper appeal.

The collector is almost a thing of the past; indeed he is with nearly if not all well founded and conducted charitable organizations. But that past is so short a time ago that the collector may well be discussed as a method. The objections to his use seem so obvious that it is a wonder he survived so long. The number of people he could call upon and talk with was limited—both by time and the unwillingness of people to be interviewed. The idea that a portion of their gifts went to the collector in the shape of commissions was repugnant to many givers—these commissions varied from ten to twenty per cent. and were often an unreasonable equivalent for the service performed, especially when this same percentage was paid year after year on renewals that would have come as a matter of course. But the growth of the city that brought with it an increased demand upon the resources of charitable organizations also developed the substi-

tute for the collector. It was evident that to extend the system of collectors to cover the city with its rapidly changing habits of life, making the givers more and more inaccessible to the collector, would involve so large a proportion of the gifts as collection expenses, as to demand a radical change.

The substitute must ensure reasonable certainty of reaching the giver, it must be capable of quick and simultaneous effect, and it must be reasonably sure of accomplishing its object. It was found in the use of the mails and the printed appeal.

But before discussing the printed appeal—the most generally used method of getting—I would like to say a few words about the next generally used method—the entertainment.

We still see heralded forth to the public many of these doubtful means to a good end—sometimes the end is really good and often it is only alleged. The charity balls in this city are yet social attractions and financial successes. Many day nurseries, kindergartens, homes and hospital enterprises still depend for a considerable portion of their income upon the proceeds of entertainments.

But in spite of all this apparent success of the entertainment as a means of accomplishing a charitable purpose, and in spite of its apparent necessity as a source of income to many activities, there are unmistakable signs that public opinion is accumulating against it, and that sooner or later that great reformer of public evils will prevail and the entertainment will join the collector as a thing of the past. And strangely enough the latest and most convincing proof of this belief comes from Chicago. This very winter the Hebrews of that city have united, have abolished their annual charity ball and other entertainments and in its place have pledged themselves to raise $200,000 annually for their charitable activities among their own race.

And what are the objections to entertainments as a means of raising money for charitable purposes?

The principal one, I believe, is the lack of any educational effect that a gift made in the shape of a purchase of tickets has upon the giver. A gift to any charitable activity should be made deliber-

ately, with a knowledge and approval of the work done, and should be the expression of a desire to aid the unfortunate without idea of selfish personal interest or pleasure.

And what motives actuate the purchasers of tickets?

If it be a desire to help a good cause, it is a careless and expensive way of doing it. A little thought, a slight personal effort in the way of investigation and the expenditure of two cents for a postage stamp would convey the gift to its object without deduction for artists, rent, advertising, management, and the many other expenses which take so large a share of the receipts and leave so little to the activity to be benefited, and the giver would have a new and personal interest in a work which would make him a broader and better man.

Such givers who desire to kill two birds with one stone by having a good time and helping the unfortunate, are doubly guilty because both selfish and thoughtless. The miseries of one should never be made the excuse for another's pleasure.

Too often the motive for purchase is social obligation. Many an aching heart has been caused and many a bitter word has been spoken against charitable effort in general as the result of the arrival of a bunch of tickets for the benefit of the Moonbeam League, or the Head and Foot, or the Always At It Fund. Entire refusal is impossible, for the list of patrons and patronesses is long and influential. The price is high—usually two to four times that for which the same entertainment can be had elsewhere. Even if a moderate number of the bunch are paid for it is an unreasonable demand upon the purse of the purchaser. The result is antipathy to all appeals and antagonism to charitable effort.

Far, far better is it to appeal frankly for contributions and leave the result to the judgment of those from whom you ask. The day of the entertainment as a means of revenue is slowly but surely passing and the time is at hand when the collector and the entertainment will be entirely put aside as obsolete.

The most generally used method of obtaining funds to-day is the printed appeal sent through the mails and published in the

newspapers. When such an appeal is to be sent through the mail it may take several different forms, viz: the annual report, an illustrated booklet, or a simple circular. The appeal in the newspaper varies from a short paragraph to an illustrated article, depending on the nature of the activity, its prominence, the general news interest it may have, and the point of view of the individual paper. The printed appeal is entirely controllable by the charitable activity; the newspaper appeal depends upon the good will of the managing or city editor. And let me say here that nowhere do the public prints show a greater interest in charitable activities than in this city of New York.

The first inclination of the novice in the field of charitable effort who takes up the financial side of the question is to say, and he usually does say it, "Surely there are hundreds—yes, thousands of people in this city who would contribute to this work if we could only reach them. It is certainly possible to write such an appeal as will make them contribute."

Now both of these beliefs are without doubt founded on fact, but the whole art, or science, or ability or whatever else you like to call it, or *how to get* lies right here. The way to reach people and the way to present your work so that it will appeal to their common sense, their good judgment, and their hearts and pockets must always be a matter of constant thought, anxiety, experiment and change. The ideal method can never be devised; it may only be approximated by the hardest work and closest attention. No man has a patented method—if he had he would soon be a millionaire—and the personal equation of management has an important influence on success or failure.

When I first entered the field of charitable effort I was told by a kindly disposed gentleman: "If you want to make your work a success you must get plenty of money for it." And when he said it I was reminded of a time when as a comparatively young man I was trying to smooth out the grating machinery of a newly established daily newspaper without utterly ruining the stockholders. One day a leading citizen, an old resident, came into the office, and, after telling me what policy

we ought to adopt, how I ought to call down the editor, what members of the staff should be discharged, and how to manage the typographical union, wound up by saying: "My boy, if you want this paper to succeed, you must get circulation."

When I had sufficiently recovered from this magnificent display of wisdom I ventured to ask him if he had any method that was warranted to work, because if he had he ought to get it patented at once—it was worth more millions than he ever dreamed of. But he had no method to suggest—it was only advice founded on belief, which is a very different thing from advice founded on knowledge.

Let me assure you there is no method of getting yet devised that is sure to succeed. Successful getting is the result of many things well done and constantly done.

Now what are the advantages of the printed appeal? How can it be made to reach its destination? And how can it be made effective?

Its first evident advantage is economy. During the present fiscal year of the Association for Improving the Condition of the Poor it has sent and will send out about 80,000 appeals at a total cost for printing, postage, stationery, mailing, and lists of about five per cent. on the amount received. This does not include our annual report which is not considered an appeal so much as it is an accounting to our contributors.

The next advantage of the printed appeal is that it enables you to reach a large number of people at practically the same time which should be chosen as opportunely as possible.

To suggest the question, How can the appeal be best made to reach its destination? may seem superfluous when you employ the mails as a medium of communication. But I assure you it is not. Experience has proven that often mail matter which has the appearance of being other than personal communications, is attended to by others than those to whom it is addressed. The frequency with which addresses are changed in this city can only be appreciated by those in charge of a large mailing and contributing list. It is the experience of my associates and my

self that no detail in the work of sending out an appeal is too trivial to be overlooked. The size, quality and shape of the envelopes, the addressing both as to its accuracy and appearance, the sealing and stamping, and indeed every detail should be most carefully supervised, and has a direct bearing upon the chances of the appeal reaching its destination. Each individual appeal should be treated with the care due its possible producing power. Unexpected fifties and hundreds are not infrequent and one never knows when a carelessly addressed envelope may cost a $100 contribution.

Coming to the matter of the appeal itself and the way to make it accomplish its purpose, I would say to those who think it is a simple thing, quickly composed, entirely effective and always productive—try to write one. Try to write one that will tell old facts in a new way; that will give a fresh interest to long established activities; that will hold the old contributor and bring in the new one; that will keep the income up in the face of a famine in India, a war in Africa, a whole city wiped out by fire in Canada; in the face of the millions begged for institutions of learning to save other millions conditionally contributed; in the face of eloquent appeals from pulpits for the hundred and one purposes of religious organizations; in the face of entertainments backed by wealth and social position.

Then to him who thinks he has evolved something good and fetching I would say, get some kind friend of prominence to send you all the appeals he receives; study them and you will find many as well composed as yours, most of them appealing for objects as worthy as your own. It is only then that one realizes how much the average citizen is asked to give, how many activities he is asked to support, and how slim the chance of success of your own appeal.

But what should the appeal be in order to stand a chance of success? It should be earnest, frank, convincing and educational. It should tell its story without undue exaggeration of fact or language. It should affect equally the cool, hard-headed man of business and the woman of keen emotions sensitive to suffering. It should avoid commonplaces of expression—you will be sur-

prised at the number of them common to all forms of appeal. It should avoid paucity of fact—one is often astonished at how much the giver is asked to take for granted. The paragraphs should be short and well displayed and each should contain a single statement of fact or idea. An appeal should be educational rather than emotional. It should make the reader realize the stern necessity of conditions as well as excite the sentimental desire to give. And above all it should convince the reader of the wisdom of the methods of the agency appealing.

The newspaper appeal should be made with the greatest caution and discretion, especially by those organizations relieving the material necessities of unfortunates. While it often does produce considerable sums of money it does not always do so, but it almost always develops a belief in the minds of a certain portion of the community that large sums of money are in the hands of charitable agencies for their benefit if they can tell a good enough story to get a share of it. It is the experience of our association that we scarcely ever publish an appeal for funds in a certain newspaper much read in the tenement quarters of the city and most friendly disposed to the poor and to charitable agencies, that we do not receive calls from applicants who demand relief on the ground that they know we have received a lot of money to help the poor and they are as poor as any one else.

Not long ago we published an appeal in the newspapers stating that our funds were low and that we needed a considerable sum to complete our year's work. About this time one of our visitors told a man and his wife whom she had been helping on account of the man's illness, that they must bestir themselves and try harder to get work, that the Association needed all its funds for the sick, for families with children, and for others less able to care for themselves than this particular couple. This urging was not taken with good grace at the time, but a few days later and after the appeal had been published, on calling again the visitor was somewhat taken back when told by the man: "That was right what you said about your Society being short of money. I read about it in the paper. We'll have to see if we can't let you off helping us."

It is evident to careful students of the situation that whatever is published in the newspapers concerning efforts to help the unfortunates and to raise money for expenditure on their behalf, is quickly and generally spread, and that their knowledge of the charitable resources of the city is singularly extensive.

The newspapers wield a potent influence on this question of charitable relief and it would be a fortunate thing for the community if every one of them could have upon its staff a charitable expert to direct its policy upon all such matters.

Turning from the problem of *how to get* to the problem of *how to spend* I feel that that side of the financial question will be better and more fittingly dealt with by the gentlemen who are to follow, representing as they do governing bodies whose particular function it is to formulate financial policy and direct expenditures. I may say though, it is not the least bothersome part of the finances. Upon wise spending often depends subsequent giving.

In almost every governing body I believe there are to be found conservatives and radicals; those who believe in caution in expenditure, a careful limiting of the outgo to the income, and those who believe in a wide open policy trusting to faith and the future to meet the bills and pull up the deficit. There are those who believe that legacies should be treated as a part of the current income and there are some who believe they should be carefully preserved and set aside in sinking funds for building or income purposes. Often there are serious differences of opinion as to how income shall be apportioned among the various activities of any one organization. Every line of charitable effort is characterized by a restless desire to do something new. It is believed by some that an organization must constantly devise something new and attractive in order to retain its hold on the public. The opportunities for doing good are so many and so inviting that it requires level heads in governing bodies to resist the temptations to branch out in new efforts before the older ones have been thoroughly developed and perfected. I suppose the minutes of most governing bodies record many long, serious and earnest discussions on these points.

But there is one feature of the *how to spend* problem I will discuss, for though it is directly within the province of governing bodies they are as yet so influenced by erroneous public opinion as to hestitate to run counter to it, and until public opinion has been educated we will make no progress towards a remedy. I refer to the common error of criticizing the proportion of income spent in salaries to the amount spent in other ways.

This is a form of criticism applied indiscriminately to all forms of charitable effort regardless of the nature of the work done. Many charitable agencies carry on various activities some of which require expenditures for salaries alone; some require a large proportion of the total for salaries, while other departments entail large expenditures for food, clothing and general maintenance and smaller sums for salaries and wages. Certainly, if you take the general statement of disbursements of such an agency (and this is usually the method followed by critics) it will show a large and apparently unreasonable proportion of the income spent for salaries to the amount spent for food, maintenance, etc. The public still wrapped in the belief that the only work necessary for the poor consists in handing out food, fuel, clothing and money, readily accepts such criticism as proof positive that charitable agencies provide nothing but soft snaps for a favored few, who draw large salaries and do nothing for them.

No agency should be judged by the amount of money it spends for salaries as compared with the amount it spends for the other parts of its work. Such a method is fallacious and utterly misleading. Compare if you like the amount spent for salaries with the quantity and quality of the work accomplished by those salaries, whether it be the teaching, care and maintenance of children in an institution or the relief of destitute families in their homes. That is just, but you can't make such a comparison from a perfunctory and mechanical statement of receipts and disbursements.

Perhaps no agencies are so severely criticised on the salary

question, as those dealing with the material needs of the poor. It is particularly the belief of the public that these agencies simply hand out food, fuel, clothing and rent to the poor, and pay their employes large salaries for doing it. How utterly erroneous is this view of their work would soon be disclosed if people would only investigate, but as they won't it is our duty to preach the truth until they believe it.

I do not exaggerate when I tell you that the very best work of such agencies often entails the expenditure of many dollars for salaries and not one dollar for relief.

Let me illustrate what I mean. Not long ago an old sailor broken down and despondent was sent to us. He had tried to enter the Sailors' Snug Harbor but his papers were defective; he could not supply the deficiencies, he was friendless and wandered about until sent to us by a contributor to whom he had applied for help. His story was a straightforward one and if true he was a proper candidate for the Sailors' Home, but it was necessary that his story should be verified, that proof to substantiate his claims should be procured. One of our visitors was put upon the case; he worked patiently day after day visiting ship captains and shipping offices until at last the chain of evidence was complete and the old sailor could go before the examining board with his papers in proper shape. He was admitted and some days after his admission he visited us a happy and contented man, in port for the rest of his life. Now, this work cost us considerable money for salary and expenses, while very little was spent for the actual necessities of the old sailor.

There were two courses open to us in this case, the right one and the wrong one. The right one cost much for salary and little for relief. As an item in a general financial statement, it will bring down the criticism of the unthinking upon our heads. The wrong course would have cost us next to nothing for salary, considerable for relief, the old sailor would have been shunted along to the last harbor of the unfortunate, the almshouse, where he would have remained a public charge to the end

of his life. But as an item in a general financial statement made up of similar items it would win the praise of the unthinking and commendation for doing so much relief work at so little expense.

This is not an isolated case. It is being done every day. Thousands of dollars are saved to the community every year by thoughtful, earnest, resourceful charitable workers and they often do not get living wages for doing it.

How then is this mistaken view of the public to be remedied so that the work of real benefit that costs money to do, will be appreciated and the old fashioned, easy giving, responsibility shirking methods which did harm, condemned? Clearly by dignifying the work of charitable relief into a profession, a profession requiring a period of preparation and training, a profession that will attract to it young men and women of mental and physical vigor, good education and capabilities. Once the public regards it as a profession requiring special fitness and training, it will expect to pay the compensation that belongs to such a profession. It will realize that it is the quality of the work done that benefits the unfortunate and saves the community expense. It is not so many years ago that surgery and dentistry were practised by barbers; nursing was done by almost any old woman who did day's work; and apothecaries prescribed for nearly all the ills of men, women and children. And all of these services were performed for very small compensation. To-day, dignified into professions, requiring learning, ability, skill and training, they are among the best paid of professional occupations.

The day is scarcely yet passed when the only qualification in the public mind necessary for work in charitable agencies, is failure in some other occupation in life. Indeed, I have not infrequently been asked to give positions to women, who have been completely broken down by some misfortune and who wanted some light, easy occupation until they could recuperate. But the day is passing for that sort of thing. It is the strong, alert, vigorous, resourceful, educated, trained woman who is

wanted, and to get her, there must be adequate financial compensation.

And this brings me to the point of my plea. When discussing the details of that problem of the finances *how to spend*, governing bodies should not hesitate to engage the best talent available; they should pay it adequately and should do all in their power to impress upon the public the propriety of their course.

Mr. de Forest:

Mr. Chairman, Ladies and Gentlemen: This will be remembered as a somewhat notable evening, in the history of scientific charity. There are times when it is hard not to be pessimistic. There are times when it seems as if the world not only did not move forward, but that it moved actually backward. The impressions I gain from this evening make me feel that this is eminently not one of those times. I remember an old Scotch woman who was in very great straits and suffering and asked her clergyman to call on her. He found her to his surprise with a glad face. "Master," said she, "I have great comfort in the promises." "Well, my dear woman," said he, "In which one of the promises do you find the greatest comfort?" "Oh," said she, "I find the greatest comfort in that grand old promise, 'Grin and bear it.'" Now, there are times when those of us who are dealing with these charitable questions have nothing but that promise to comfort us.

This is not one of those times. We have here (and I doubt if a person who lived in this city 50 years ago would have believed it possible) as the presiding officer of this conference, the comptroller of our city, a gentleman to whom men of both parties are increasingly looking for guidance in civic affairs. And we have had here this afternoon, as the first speaker in this conference, the best commissioner of charities that New York has ever had, Mr. Keller, and they come here to discuss such subjects as "The Supervision of Children placed in Families," "Upon what Principles Should the Upper Age Limit of City Payment for Reformatory Cases be fixed?" These ques-

tions are all most essential questions, but it is a new thing to have the most prominent officers of our city in conference with the charities workers of New York on subjects of that kind. Could there be anything more encouraging for the cause of intelligent and enlightened charity? And not only that. Mr. Frank Tucker—I listened with great interest to this paper that has just been read—advances the proposition that the proper way for private charities to obtain money is the direct one; no fairs, no tickets, no concerts, no indirect means of appealing to subordinate motives, no means but the direct appeal as a matter of duty for so much money for charitable purposes and all of it to be so employed.

Think what an advance that is! Why, it is not so long ago that the venerable institution from which I received my own degree, Yale College, resorted, not to a charity fair, or even to a concert, to obtain money for its new dormitory, but to a lottery. Think what an advance we have made when we can come right out in a meeting of this character and say that the proper way to get money for private charities is the direct way, that appeals to the motive of duty alone.

Our friend, the comptroller, rather challenges in his opening remarks, some expression of opinion as to the dividing line between those institutions which should receive public moneys, and those institutions which should not. He spoke of those institutions to which the city owes a debt and those institutions to which it does not owe a debt. I would be very glad if it were possible to have the line defined which should separate those institutions to which the city owes a debt from those to which it does not. It would be extremely difficult to do so, and it would be a different line, possibly, in every different institution. If every institution here were starting fresh, without any past benefits, with the slate perfectly clean, with the opportunity to draw the line just where it should be drawn, and with the opportunity to do so without any injustice to existing institutions, many of which have been built up on the basis of receiving so much money from the city, if we were able to do that,

I should venture the very radical proposition that no public money should be contributed to any institution under strictly and solely private management.

We are not in that situation. A system has grown up under which the city of New York is giving to private institutions upwards of $3,000,000, which, if my memory serves me aright, is ten times more than any city in these United States is giving to like institutions. That is the situation we have, and that is the situation which confronts our comptroller when he comes into office with the earnest desire of drawing the proper line.

Now, would it be right because the ideal principle should be, to give no city money to private institutions, that is, to institutions under private management, would it be right to withhold it from all? Emphatically, no. But I think the conclusion should be reached, that a gradual approach should be made, so far as it is possible, to that condition and that on due and fair notice, those institutions which are now under private management and are receiving public aid from city money should be made to increase their receipts from private sources, and look to a gradual decrease of their receipts from city money.

We also live in a city where, I am proud to say, there is no public money spent in outdoor relief, and I am very glad to hear our comptroller say that he not only believes in that, but he believes that city money should not be given to institutions which give outdoor relief. Why? Because, we in the city of New York are not ready to extend outdoor relief to our poor? Not at all. Because, as the comptroller has very properly put it such giving should come from private moneys and such giving is better for both classes, the class that gives and the class that receives.

That brings me to one of the chief reasons, it seems to me, why private institutions, that is, institutions under private management should exist in our country and should be encouraged. I think we may be proud of living in a country where the system of private institutions, as distinguished from public institutions, has been so largely developed. A foreigner coming

from the continent, familiar with the charitable methods in vogue on the continent and even to a considerable extent, in England, stands amazed at what he sees here. I heard of a Frenchman not long since, who paid his first visit to this country. He was taken to one of our large hospitals. Said he, "Is that a State hospital, or a Federal hospital?" "No, that is a private hospital." Then he was taken on to an orphan asylum. "Well," said he, "Is that a State or a Federal institution?" "That is a private institution"—and so on through the list. "Why," said he, "Everything is private here." Everything is not private, but we may be thankful that so much benevolence is private. There are many reasons why this should be encouraged. I only need to mention one. Giving is not a question which concerns merely those who receive. It concerns those who give. Public institutions are supported by taxation. There is nothing in the way of education toward giving which comes from that method of relief. Private institutions are, or should be, supported by voluntary gifts. They inculcate the habit and the duty of giving. I was down South this winter at a small place where there were a number of Northern families, and among those families were three little children—very young children. I do not suppose they had ever thought of denying themselves to give to anybody else; but the subject of the Indian famine was brought to the attention of these children by a gentleman who was there, and he said, "Now, children, if you will not eat any candy for two weeks, I will give each of you a dollar for each of those weeks, and a dollar will save a lot of Indian children from starvation this coming summer." The idea was taken hold of with avidity and interest by those children. They not only sacrificed themselves so far as the candy was concerned, but they went further and sought to influence some of their friends to give other dollars. Suppose all the money which was thus collected and the other funds contributed for the same purpose had been embezzled by whoever was to take them over to India and they had never reached a single one of those little Indian children. Would no good have been done? Would not good have been done by in-

culcating in those children the duty of giving, even if that gift had thus miscarried? I should answer yes. That good is what our vast system of private institutions do even without regard to the good done to their beneficiaries.

I have the honor of representing more particularly this evening a society that can claim what would seem from the sentiment here to be rather the proud distinction of never either having asked for or received a dollar of city money. I might even go further—a society which, though not applying for city money, has had city money offered to it and has declined to receive it. I do not say that by way of any criticism of other institutions that have received city money, but simply as evidencing the belief of the Charity Organization Society that the funds which are to be spent by private institutions should come from private hands. As to how to get money from private hands, after considering the methods of getting money which have been enumerated by my friend, Mr. Tucker, I would be inclined to say that the first method that private institutions should adopt in getting such money is to have their managers contribute themselves. I remember this incident, connected with a well-known Wall street financier, some years ago. We will call him Jones. His name was not Jones, but that makes no difference. Some one said, "I saw a remarkable sight to-day at the corner of Broadway and Wall street." "Well, what was it?" "It was Mr. Jones standing there with *both* his hands in his *own* pockets." Now, the first requisite, I think, of the work of raising money for private institutions is to have the managers put both their hands in their own pockets, and, after they have put their hands in their own pockets, they can with better grace put their hands in legitimate ways in somebody else's pocket. Nor, frankly, does it seem to me that there are any of the managers of our important institutions that can hold themselves quite free from that duty, no matter what personal service they may be rendering. If any of them think they are too poor to give in that way, let them find out what their servant girls are doing and I think they will learn a lesson.

When I went up into the Adirondacks, some time since, and took my wife with me for the first time into the house of my guide, who had never seen any life except that of the woods, he was evidently somewhat impressed with the fact that this was a little different type of woman from what he was accustomed to. He knew me very well, and said, "Mr. de Forest, I want to know one thing; does your wife keep a girl?" Now, there are very few people connected with our private institutions who do not keep at least one girl. If they think they are absolved from the duty of putting their hands in their own pockets, let them ask that girl what she is doing for other people and I venture to say they will learn a lesson in giving.

Now, when we come to putting our hands in other people's pockets, I am thoroughly in accord with everything Mr. Tucker has said—no tickets, no fairs, no indirect efforts of that kind, that is for any continuous need. I do not believe in absolute rules applicable to all cases, nor would I go so far as to state this rule as applicable to all cases. Take a temporary purpose. We may resort to a fair or something of that kind to raise money for it; but for a society, where needs are constant year in and year out, the direct method, the method by which nothing is wasted, by which everything which is received goes directly for the purpose for which it is given, unquestionably, is the proper one. I think, moreover, that the duty of giving should be more impressed upon people. I have a clerical friend with whom I am on quite intimate terms, who asked me the other day, "de Forest, I would like to know something. Do you give a regular part of your income to benevolent purposes?" That is a question which I understand is put regularly by our Hebrew friends to themselves. I would like to have each one of us who is not a Hebrew put that question to himself, and I venture to say if that question could be put, the coffers of all the private institutions that are worthy of receiving money would be well filled.

One other word on the question of money getting for private institutions; that is the question of endowment. There are many people who are striving for endowments, and who believe that

institutions should be entirely endowed. I would not minimize the importance of some endowment to institutions that have to make their plans from year to year and must spend regular sums in maintaining their work. But I venture to say this, that any society which is so fully endowed; that is not obliged to go to the public year in and year out for a considerable part of its income is likely, sooner or later, to become a useless member of the charitable community. I believe the necessity of raising money to be a proper condition of the useful life of every private charitable institution. In other words, that the condition of healthy life in any private charitable institution is the constant likelihood of its being deprived of that life by being deprived of the contributions necessary for its support. I think that is the condition, and the only condition of healthy existence, and the only condition under which it can properly keep in touch with the community. And I should say the same with regard to services as I would to direct contributions. If there is an institution which has reached a point where it receives no service from its members—I mean no conscientious service—where they are going through their duties of management formally and thoughtlessly, that institution had better die. Institutions, like people, have lives and ought to have lives. They have a youth, and if they cease to be vigorous, they should have old age, death and burial. Therefore, I welcome for private institutions the necessity of collecting money from year to year, and I look upon it as an inherent condition of their healthy existence.

UPON WHAT PRINCIPLES SHOULD THE UPPER AGE LIMIT OF CITY PAYMENT FOR REFORMATORY CASES BE FIXED?

Discussion by Mr. Moses Oppenheimer, of the Department of Finance; Mr. Mornay Williams, President of the Directors of the New York Juvenile Asylum; Mr. George B. Robinson, President of the Directors of the New York Catholic Protectory; Mr. Charles N. Kent, Treasurer of the House of Mercy; Miss Mary E. McCarten, Association for Befriending Children and Young Girls.

Mr. Oppenheimer:

Mr. Chairman, Ladies and Gentlemen:—In appearing upon this platform to-night, I almost read in the minds of some of my friends the old query, "Is Saul also among the prophets?" I am not a manager or a director of any charitable institution, nor can I claim the honor of being considered an expert in charity matters. I may claim to have given some attention to sociological inquiry, and I owe a duty to the city as a public officer, namely; that I should try to reach an intelligent understanding of the work entrusted to me. It is on these grounds alone that I appear before you to-night to discuss one small phase of the large municipal problem in charities; the question as to the proper limit for the city treasury in paying out money for the inmates of institutions known as reformatories. Technically, in some of the charity directories, they may appear under another appellation. As I proceed, you will find that virtually they should be classed as reformatories. Now, not being an expert, in order to enable you to follow my arguments as they may be presented, I have tried to condense my propositions as follows:

1st. Reformatory inmates received as young children should cease to be a public charge at the age of sixteen.

2d. Voluntary inmates of reformatories for women, when entered at the age of sixteen or over, should not be a public charge for a period of more than two years.

3d. (And I emphasize number three, because that is likely to meet with a large amount of opposition); private reformatories

for women should gradually be eliminated from the budget and run at private expense.

And now let me proceed to give you my reasons for the position taken. I wish you to understand that while I am on the program as of the department of finance, I speak as an individual. At least, I do not wish it to go out that everything I may say has in advance the approval of the chief of my department; I am not so sure as to that. Now, as to reformatory inmates, children who should cease to be a public charge at the age of sixteen. This proposition would strike chiefly at two institutions, whose representatives are here and in a position to correct any misapprehension or misunderstanding that I may be under. I mean the Juvenile Asylum, and the Catholic Protectory. Both these institutions receive all classes of dependent children. They receive destitute children, and they receive children committed under the penal code, classed as reformatory cases, charged for at a rate higher than the rate for destitutes—and what is more essential than anything else, under the law which commits those reformatory children, they may be retained in the institution—if the managers so choose—up to the age of twenty-one, as a charge upon the city treasury. Naturally, with the large number of citizens who never make any close inquiry—and I include among these citizens most of the newspaper editors—the impression prevails that the majority of children in these reformatory institutions are really sprouting criminals; that they must be kept there under close watch and restraint in order to protect the community from a generation of criminals growing up. We know that the Juvenile Asylum harbors over 1,000; that the Catholic Protectory shelters under its roof more than 2,600. As auditor of the charitable institutions, I have insisted that the payrolls presented for my examination should completely separate the two classes, so that some examination can be made as to the intrinsic merit of the cases.

I hold in my hand here statistics from an official document compiled within the last year by a special committee of the State Board of Charities. By far the most valuable portion of

this report are the statistical tables, made up by an accountant who is an expert at his work and who spent several months of hard labor on them. This is what the tables show in regard to the commitments of children as reformatory cases to these two institutions for the years 1897 and 1898. I bespeak your closest attention, in order to dispel from your minds the impression that the majority of those reformatory inmates are sprouting criminals. The record shows: To the Catholic Protectory, in the year 1897, committed for disorderly conduct, 201; as ungovernable children, 135; total, 336, out of a total commitment of 766; nearly half the total number committed either for disorderly conduct or as ungovernable children. Now, people that have lived in New York for a number of years know that there is some kinship between charity and the criminal phrase "disorderly conduct," namely, they both cover a multitude of sins. The disorderly conduct might be some little boy or girl "sassing" a cop; some little boy or girl breaking a few windowpanes, or doing something trifling and being taken up and hauled before a police magistrate. Summary proceedings are had and the child is found guilty and sentenced to be taken to the Juvenile Asylum or the Catholic Protectory until the managers see fit to release it. And if they do not see fit to release it, it must stay there until it is 21. The city must pay for it, and I am compelled to audit the bill.

The year 1898 shows a total number of 1,055 commitments to the Catholic Protectory; for disorderly conduct, 463; as ungovernable children, 155; total for those two causes alone, 618.

Now, I want to give you a clearer insight yet, and I will, therefore, read to you in detail the causes of commitment for 1897: Disorderly conduct, 211; ungovernable, 135; destitution, 242; petty larceny, 138—that may mean stealing an apple from an Italian fruitstand; no proper guardianship, 68; truancy, 63. Then when you come to real crimes, real violations of the moral and penal code, burglary, 13; violating a corporation ordinance, 2; grand larceny, 4—that means commitment by the Court of Special Sessions. Then comes a curious item, peddling, 4. Under the Penal Code,

peddling by children under 16 years is an offense for which the child may be handed over to my friend, Mornay Williams, or to the Catholic Protectory, until the age of 21, and the mystery to me is that the agents who have the power of arrest do not some night make a raid and lock up all the newsboys under 16. It would be a mighty good thing, because then some of our intelligent editors would be obliged to take up that question with a little more study and understanding.

Now, as to Juvenile Asylum commitment, For 1898, out of a total of 495, 308 were for disorderly conduct, 78 ungovernable children, 22 for destitution, 39 for petty larceny, 20 for no proper guardianship, 10 for truancy, 17 for violating a corporation ordinance, 1 for grand larceny, 2 for peddling and 2 for attempted burglary. Those are the criminal classes that must be taken care of up to the age of 21. How did such a condition of affairs come to pass? Take your penal code and its development and you will find that from time to time amendatory acts have been passed up in Albany, where they are so much wiser than we are in New York city, because the people of Herkimer county and Steuben county and the rest of the rural philosophers know so much more about our affairs. And the tendency of all these amendatory acts, from time to time as you follow them, is to make more sweeping and more severe the action of the penal code and more powerful the decision of those who have the right to decide. And the consequence was an increase of arrests, an increase of population in the reformatories—and here we are. Now, I say that in reality, looking over the situation from the figures presented, those reformatory inmates if properly handled—they stay there for years and years—should have received such a development and such an education that when they reached the age of 16, they should occupy morally, physically and every other way, the same position as the children of whom the city has to take charge up to the age of 16, because they are destitute. If an institution is up to date in its methods, if it understands its business and has handled those boys or girls for seven, eight, nine or ten years, such a

child ought to be no worse off than if it had grown up under the roof of a tenement house with its family. We all know that the immense majority of tenement house children, by the time they reach the age of 16, are obliged to earn at least their own keep. That is, the expense of board. The father may raise the rent, but a child going to a factory or to a shop, is expected to earn at least enough to pay the weekly board contribution. That is precisely what I want those institutions to remember; they have their buildings; they pay no taxes; they pay no water rates; they are so much better off than the tenement house dweller, and if they have to keep those children up to the age of 16, there is no reason in the wide world why, if they choose to retain them any longer, they should not try to get work out of them to pay for their keep. For remember, there is no obligation on the part of an institution to hold the child up to the age of 21. It is entirely in the option of the managers. They have the right to place the child out, placing it to work and retaining guardianship. What their charter gives them in the shape of rights is not a key to the city treasury; it is a sacred duty to stand guardian over the child when the parent or the other guardian neglects his duty. Now, a guardian can exercise his duty toward a child in a way quite different from simply making it a charge upon the public treasury.

And remember this—I almost forgot to mention it—when I examined a pile of commitments over the signatures of judges on the bench, my blood began to boil as I found children of three and four and five years branded as criminals from the police bench, children that had not reached the age where they can distinguish between their right and their left hand, branded as criminals by judicial decree, branded for life as it were, entering life before any understanding was developed, with a stain upon them. The commitments are on file, they can be seen. No child should, in any sensible community, have that brand put upon it. And once committed, the institution has the right to keep them up to the age of 21 and to charge them to the city treasury—under what common sense rule?

Some institutions claim even the right to receive certain cases without any action of the court, according to their own judgment, as they interpret the charter granted to them. But it is not always the wisest thing for an institution to take the law too literally, where they think the law favors them, because "he that takes the law may perish by the law."

There are more laws than those constituting the institution charters. There is section 663 of the charter of the city of New York, which provides, among other things, as follows: "Destitute children shall be kept apart from criminal children, so that youthful and less hardened inmates shall not be rendered more depraved by association with and the evil example of older and more hardened inmates." That is also a law made by the State of New York; but that law is a dead letter, and I would say that it is a little risky to be too much of a stickler for one law and to entirely ignore another.

Now, my proposition is simply this; in the face of the facts, let the distinction as far as the city charges are concerned between the reformatory and destitution cases, be wiped out. The charter established the age limit of payment for children as 16 in the case of destitution. There can be only a few exceptional cases where that limit should not also apply in so-called reformatory cases. Of course, you can fall back upon your charter over the signature of the Assembly and the Senate and the Governor of this State of New York, but possibly it may be of very little value to you. For remember, there is a little law called the Stranahan act of 1899, which gives the Board of Estimate and Apportionment power to fix the compensation. And there is nothing I know of to prevent the Board from fixing the compensation for reformatory cases over 16 at so low a figure that it would practically amount to very little.

Now, I have spoken a little longer than I intended on the question of reformatory children, and what I have to say in regard to the other two points, I will read to you from a report on this matter, because that is more condensed. I will preface it by a few remarks. We have two classes of reformatories for

women in New York, or rather three. We have a class of so-called reformatories, no matter what they style themselves—there are about a dozen of them—that never apply for city aid and never get any. They claim to do good work among the fallen and friendless women. We wish them godspeed. Let them go ahead. Then there is a class that really started out much along the same lines, and now receives also committed women and girls. Another has the chartered right to receive inmates without court commitment, by the simple expression of their free will to enter, and thereby make them a city charge. It is with the latter classes that I shall chiefly deal in the remarks I have condensed.

In the past the public authorities paid but little attention to and exercised only slight supervision over the institutions receiving voluntary inmates for reformatory purposes. This laxity resulted in a loose way of management as far as charges upon the public treasury are concerned. In the name of sweet charity, inmates were received and retained without proper regard to the limitations of the institutions' charters. Destitute, epileptic, and feeble-minded women have been maintained in alleged reformatories, as pensioners of the city, for years running. In another case, adults entering the institution voluntarily have been permitted to stay there for years and years at an expense of $150 each per annum to the city. When the question was put to a manager how long in her judgment a woman must stay in order to be reformed and trained to useful work, the vague and evasive answer was: "That depends on the kind of woman she is."

In support of my proposition that the stay of voluntary adult inmates of reformatories for women be limited to two years, as far as public payment is concerned, I wish to say this: Two years' time ought to be ample for any woman who sincerely wishes to reform, to regain physical and moral health and to be trained for useful employment. The people of New York are generous and warm-hearted, and they are willing to give every unfortunate creature a fair chance if she honestly tries to mend

her ways. But two years' time is an extremely liberal allowance, and beyond that, no institution should keep such an inmate at public expense. Where two years' stay is unproductive of results, the case is likely to be very unpromising.

Some of the institutions are rather lacking in discrimination in admitting recruits for reform work. When women have reached the age of 50, 55 or 60 years without being reformed, I have my doubts that they ever will be. And yet I find such cases frequently on the bills submitted to me for audit. The other day one institution charged for such an inmate whose age was given as 76 years. I presume this case was expected to be reformed by the time she became a centenarian. Probably great kindness is the chief motive in the admission and long retention of such cases. But there should be more method in this work, more judgment, more adaptation of means to ends. Hence my proposition.

Apparently, the law fixes no limit for the stay of these voluntary inmates at public expense. The State Board of Charities has not made use of the provisions of its Rule V to fix the terms of stay of adult inmates of this class. The Department of Public Charities, from lack of machinery sufficiently equipped to cope with these cases, has steadily accepted them as proper charges.

This condition of affairs may serve as an excuse for my attempt to offer a few observations on the question at issue as it presents itself to an inquirer along sociological lines.

Every civilized community wrestles with the problem known as the "Social Evil." Experimental palliatives of every kind, religious, philanthropic, reformatory and punitive, have been tried without appreciable success. Restrictive measures and police regulations have only furnished a fruitful field for corruption and blackmail. Refuges and homes have taken from the ranks of the unfortunates a certain number of individuals, only to have the gaps filled up again by new recruits.

This problem is the sphinx of our civilization. Unless we are enabled to reach its very roots and remove the causes, society

will waste its good will in endless battle against the ever recurring effects.

Reformatory work of this kind is hopeless even in individual cases unless the persons to be benefited can be restored to moral and physical health and trained to useful employment. This should not require a period extending over many years. If the refuges organize useful work, then the inmates in good health ought at least to earn the cost of their keep.

If, on the other hand, the product of their work is not utilized in a businesslike manner, then the effect of their labor is likely to be harmful by depressing wages in the open market. I have heard thoughtful and intelligent working women complain pathetically about just such effects.

Again, if no productive labor is organized, then the institutions eventually degenerate into places of useless idle living, no matter how much sentimentality may cover up the stern fact.

Individual enthusiasm, religious fervor, ardent philanthropy believing to have discovered a cure may well go on with the trial of their remedial enterprises. Such is their right and privilege. But this empirical work, however laudable its motive, should not be undertaken at public expense. Only actual needs and purposes of the political community should be met by drafts upon the taxpayer.

In our city, the large majority of homes and refuges for the unfortunate class considered are strictly private enterprises supported by private means. (See Table B.)

Wherever such institutions receive only voluntary inmates this seems by far the most sensible and proper system of financial management.

The three institutions for voluntary inmates who now draw public money on a somewhat vague and indefinite basis have scarcely any claim for exceptional treatment. It would seem but consistent to gradually eliminate them from the budget and to let them look to private support for their maintenance.

TABLE B.

CITY OF NEW YORK HOMES AND REFORMATORIES FOR (FRIENDLESS) WOMEN AND GIRLS.

New York County.

Subsidized.	Non-Subsidized.
Voluntary cases:	Florence Crittenden Home.
Washington Square Home for Friendless Women; established 1865; incorporated February 8, 1873.	Free Home for Destitute Young Girls; incorporated November 25, 1870.
St. Zita's Home for Friendless Women; established 1890; incorporated 1893.	Salvation Army Rescue Home; established 1893.
Association for Befriending Children and Young Girls; established March 25, 1870; incorporated October 1, 1870.	Isaac T. Hopper Home; established 1845; incorporated May 20, 1854.
Commitments and Voluntary Cases:	Door of Hope; established 1890; Incorporated March, 1892.
House of Mercy (Protestant Episcopal); incorporated February 2, 1855.	League of Love, 122 West Fourteenth street.
House of the Good Shepherd; established 1856; incorporated November 1, 1858.	Florence Crittenden Mission; incorporated 1882.
New York Magdalen Benevolent Society; incorporated October 31, 1851.	Women's Help and Hope Society; June, 1899.
	Home of the Good Samaritan; established December 14, 1896.
	Margaret Strachan Home; established March, 1883; incorporated May, 1884.
	Midnight Mission; established 1868; and country branch at Mamaroneck.

Kings County.

Brooklyn Training School and Home for Young Girls; incorporated April 6, 1889.	Bethesda Home; established 1893.
Roman Catholic House of the Good Shepherd; incorporated May, 1868.	
Wayside Home; incorporated May 28, 1880.	

TABLE A.

* THE NEW YORK CATHOLIC PROTECTORY.

	1897.				
	Committed.	Intrusted.	N. Y. D. P. C.	W. C. Co. D. P. C.	Total.
Disorderly conduct	201 } 336	.....	.....	.....	.....
Ungovernable	135 }	9	.....	.....	.....
Destitution	242	38	29	33	.....
Petit larceny	72	.....	.....	.....	.....
No proper guardianship	40	.....	.....	.....	.....
Truancy	37	.....	.....	.....	.....
Burglary	19	.....	.....	.....	.....
Violating corporation ordinance	.....	.....	.....	.....	.....
Assault	2	.....	.....	.....	.....
Grand larceny	10	.....	.....	.....	.....
Peddling	.....	.....	.....	.....	.....
Pilfering	1	.....	.....	.....	.....
Attempted burglary	2	.....	.....	.....	.....
Arson	4	.....	.....	.....	.....
A witness	1	.....	.....	.....	.....
Totals	766	47	29	33	875

* From Report of Special Committee, State Board of Charities, June 8, 1899.

The above figures include all the children committed in 1897 from New York, Queens, Richmond, Westchester, Suffolk, Ulster, Rockland and Albany counties.

	1898.				
	Committed.	Intrusted.	N. Y. D. P. C.	W. C. Co. D. P. C.	Total.
Disorderly	463 } 618	.....	.....	.....	.....
Ungovernable	155 }	.....	.....	.....	.....
Destitution	143	19	165	30	.....
Petit larceny	138	.....	.....	.....	.....
No proper guardianship	68	.....	.....	.....	.....
Truancy	63	.....	.....	.....	.....
Burglary	13	.....	.....	.....	.....
Violation corporation ordinance	2	.....	.....	.....	.....
Assault	.....	.....	.....	.....	.....
Grand larceny	4	.....	.....	.....	.....
Peddling	4	.....	.....	.....	.....
Pilfering	.....	.....	.....	.....	.....
Attempted burglary	.....	.....	.....	.....	.....
Arson	.....	.....	.....	.....	.....
A witness	.....	.....	.....	.....	.....
Held in bail	1	.....	.....	.....	.....
Obstructing a railroad train	1	.....	.....	.....	.....
Totals	1,055	19	165	30	1,269

The above figures include all the children committed in 1898 from New York, Queens, Richmond, Westchester, Suffolk, Ulster, Rockland and Albany counties.

	1897.			1898.		
	Committed.	Surrendered.	N. Y. D. of C.	Committed.	Surrendered.	N. Y. D. of C.
Disorderly conduct	194 } 262	.....	.....	308 } 386	91	.....
Ungovernable	68 }	63	.....	78 }	.....	85
Destitution	44	452	3	22	292	.....
Petit larceny	26	.....	.....	39	.....	.....
No proper guardianship	11	.....	.....	20	.....	.....
Truancy	5	34	.....	10	16	.....
Burglary	5	.....	.....	.....	.....	.....
Violating corporation ordinance	3	.....	.....	13	.....	.....
Assault	3	.....	.....	.....	.....	.....
Grand larceny	2	.....	.....	1	.....	.....
Peddling	1	.....	.....	2	.....	.....
Pilfering	2	.....	.....	.....	4	.....
Attempted burglary	.....	.....	.....	2	.....	.....
Totals	364	549	3	495	403	85

EXPLANATORY.—Owing to a general misapprehension as to the character and causes of commitments of these institutions, it has been thought wise to publish the above special tables for the years 1897 and 1898 for the general information of the interested public.

TABLE C.

TABLE OF STATISTICAL FACTS FROM REPORT OF STATE BOARD OF CHARITIES FOR 1898 REGARDING CERTAIN REFORMATORIES FOR WOMEN AND GIRLS IN THE CITY OF NEW YORK.

(Fiscal year from October 1, 1897, to September 30, 1898.)

	Value of property.	Indebtedness.	Receipts from public funds.	Total receipts.	Expenditures.	Inmates as public charges.	Other inmates.	Cared for during year.	Remaining.
Association for Befriending Children and Young Girls	$104,000	$51,500 00	$3,983 41	$13,961 53	$13,949 91	36	90	*	*
White Plains branch	295,662	72,000 00	26,470 54	47,706 54	47,702 90	213	96	.....	.....
Washington Square Home	48,100	3,000 00	6,143 82	10,395 40	9,083 29	.....	.....	367	59
St. Zita's Home	40,500	22,000 00	3,491 42	10,793 05	7,637 37	122	389	†	‡
Brooklyn Training School and Home for Young Girls	.....	.....	3,105 75	6,265 60	5,348 87	62	18	.....	.....
R. C. House of the Good Shepherd	240,000	11,442 78	50,736 23	167,801 33	162,234 03	275	414	§	§
House of the Good Shepherd (Brooklyn)	260,000	8,000 00	20,494 60	80,353 06	74,087 39	253	258	‖	‖
P. E. House of Mercy	350,000	42,000 00	11,115 91	33,332 62	30,805 17	137	53	190	119
Wayside Home	18,000	10,475 00	2,411 99	3,506 95	3,506 66	102	9	111	49
New York Magdalen Benevolent Society	270,000	35,000 00	1,619 26	183,174 71	178,394 62	45	118	163	41

*Average number of inmates, 68. † Number of inmates Oct. 1, 1898, 42. ‡ Average during year, 45. § Average number of inmates, 300. ‖ Average, 320.

Miss McCarten:

In September, 1869, in the heart of one of the most squalid and destitute districts of the city, a semi-weekly mission school had been opened, when a few zealous ladies undertook the task of teaching the motley crowd of vagrant children and half-grown girls who congregated there partly from curiosity and partly for the hope of gain. Beginning with a few stragglers on the first day, the number of pupils increased to 200. In every one of them were repeated the same features of vice, depravity and ignorance.

A school was opened, commencing with a prayer, after which work previously prepared was distributed, to be made into garments, under the supervision of the ladies, who in a few weeks had increased to a faithful band of fifteen. Prayers, catechism and hymns were taught, while fingers were kept busy, and at 12 o'clock a substantial dinner was prepared in an upper room. And so these children were clothed and fed and saw the first ray of heaven's light which had ever reached their benighted souls. Before many months had passed it became evident that this work would not rest here. So won by the care and affection shown them, the children would tell their forlorn story of want and misery and sin. Older girls, long lost, ashamed among the children, would implore us to help them, too. But what was to be done?

They were too ignorant and too weak in virtue to be recommended for employment, and when we attempted to place them in an institution, we found that in some they would not be taken lest they should exert a contaminating influence, while in others the necessary formality of a committal repelled the applicant herself and chilled her good resolution.

And this gave the idea of a home where these forlorn and abject children of the street would be welcome, and there the girl, scarce a woman in years, but old in the knowledge of sin and consequent suffering, might hide her shame, and ever both should come *voluntarily.*

Early in the year 1870 an association having these aims was

formed under the spiritual direction of Very Rev. Thomas S. Preston, V. G. Contributions were solicited, a small fund collected, a suitable building found, and on the 25th of March, 1870, The Association of Befriending Children and Young Girls was opened at 316 West Fourteenth street, New York. In it were accommodations for forty-five persons. Every bed was filled the first night, and many who had hoped to remain were disappointed. A systematic course of education was begun, a school organized for secular and religious instruction, and various branches of household work taught. A year passed, every day adding something to the work; and a beginning having been fairly made, it was decided to move to 247 East Thirteenth street, where increased facilities enabled us to develop a part of our scheme which hitherto had been subordinate, and finding we were outgrowing our original name, we became known as the Association for Befriending Children and Young Girls. The following year the adjoining house was rented. It was thought best to secure a permanent home for our work. The purchase of No. 136 Second avenue was effected, and in May, 1874, we took possession. We had a commodious building, containing cheerful and well-ventilated workrooms, dormitories, refectories, etc., with modern appliances for health, comfort and conveniences, with accommodations for 100 inmates. We receive those, whether children or adults, who need protection from dangerous associations and surroundings, and we offer an asylum for the most wretched of our sex, who, tired of their evil ways, are willing to return to a virtuous life. The candidates for admission must come voluntarily, but on entering they must consent to remain a specified time, otherwise impulsiveness and instability of character would frustrate every effort for their good.

In 1883 we leased the adjoining four-story building, No. 138 Second avenue, and there carried on the work for children of dissolute parents until 1892, when it was definitely removed to Good Counsel Farm, White Plains, New York.

In 1886 we come to a year made memorable by the appearance of the Sisters of the Divine Compassion. The desire to form a

community that should express a certain phase of the religious spirit had long been growing in the mind of Monsignor Preston, and when the work of the Holy Family began this desire took a definite shape. On July 2, 1886, the first reception of the habit took place, the founder of the community, Monsignor Preston, poured out on the gradually increasing numbers the accumulated spiritual treasures of a life time.

The Sisters are taught the instruments of his mercy, to breathe the spirit of his gentleness and to draw their religious life from the tenderness of his heart. In 1890 for many it became expedient to secure a country home, and the Sisters chose White Plains, where they own twenty acres of land, purchased with the moneys of the Sisters' dowers. The novitiate and mother house of the Sisters were transferred there.

The general scope of the work of the Sisters of the Divine Compassion of the House of the Holy Family of New York is in reformation of young girls who, while they have touched the depths, are not confirmed in bad courses—have not grown old in them—girls for whom there is hope. The first six months, like other girls at boarding-schools, their eyes are fixed on the end of the term. They keep in line in some cases for the purpose of going out. In other cases they only begin to be tamed. The term should be long enough to change the practice of virtue from a spasmodic effort to a confirmed habit. Then, too, all the previous teaching on the one hand and good resolutions on the other will amount to little when put to the test if the girl has no recourse for an honest living. It takes time to become proficient in any wage-earning department. Girls who have passed through the regular course of training in the House of the Holy Family, and thoroughly trained for domestic service, can earn at the outset seven dollars a week in the manufacturing house. This is not accomplished, though, in six months or twice six months. Money and time are thrown away in a short term of training. Given two or three years, the Sisters will guarantee to reform, indeed, mentally and morally and turn out that which there is nothing better in this world—"a good woman."

It must be remembered that the girls must come voluntarily. Therefore, of the sixty-five inmates now in the House of the Holy Family, about twenty-two are not paid for by the city, but are supported by the Sisters.

At the Good Counsel, White Plains, there is still another classification that is called "ungovernable girl"—the girl with all the elements within her of a needed reformation hereafter. She has not yet fallen into vice, but she is looking about for the opportunity to do so. In her case the possibility of training is great, everything is in our favor, but if she is turned loose on the world at sixteen, before she has matured into womanhood, the fruit gathered too early will never ripen. She should remain in the training school until the effervescence of first froth has expended itself, and at eighteen she will be ready to do good work for herself and others. What is eighteen in our own choice of life shielded and protected as our own girls are? Why will not the State draw interest on the money invested in this work—that is to say—complete it; and not withdraw its hand just when the finishing touches are to be given?

The work of the Sisters of the Divine Compassion does not follow in the beaten path of those who have had the work before them. The utter absence of intelligent, mental and moral training both in reformatory and protective institutions, has created a prejudice against them. The Sisters of the Divine Compassion consecrate their lives to this special work.

Theirs is a work of character forming—reforming in the best sense of the word. With them industrial training is, after religion, the great factor. They believe that very few women are naturally vicious. Teach them to earn the means to procure the harmless pleasures of life and they will take them in moderation. Ignorance is the great danger. The Association for Befriending Children and Young Girls acts solely with the House of the Holy Family. The Sisters of the Divine Compassion administer that institution and are the proprietors of Good Counsel, White Plains.

RULE V, STATE BOARD OF CHARITIES.

No adult inmate of any such institution, who has been placed or permitted to remain therein by a proper officer, shall be retained therein *at public expense*, after a date fixed by a commissioner resident in the district in which the institution is situated, and of which the proper authorities or superintendent or officer in charge thereof has been notified in writing.

Mr. Williams:

Mr. Chairman, Ladies and Gentlemen.—I had supposed that I came here to represent the New York Juvenile Asylum. I find from the discussion thus far that I am supposed to come, as my friend Mr. Oppenheimer thinks, to represent an institution which, according to his somewhat peculiar phraseology, is made up of sprouting criminals. On that basis, I cannot present any argument whatever. There was but one statement made by my friend, Mr. Oppenheimer, as to which I found myself in hearty agreement with him, that is the statement that he was not an expert upon the subject. He is not. The statements he made were for the most part, I do not doubt unintentionally, but none the less certainly, misleading. He said, for instance, that the New York Juvenile Asylum, for which I speak merely as one of the members of the Board of Directors, receives and holds children until they are 21 years of age and charges them to the city. During the thirteen years of which I have knowledge, not one single instance has occurred where the children have been held to any age approximating 20 or 21. I had made, before coming here to-night, a list of 148 children who have been received within the last few years, selecting the reformatory cases; on that list I find but one,—a feeble-minded girl,—and one,—a boy,—who, as far as my recollection serves, had no friends and who were retained as long as four years. The average period of detention for a child in the institution, destitute and reformatory cases alike, was one year and seven months, and last year one year and eight months. Of the 81 cases recently discharged that I have particularly examined, re-

formatory cases alone,—the average period of detention is one year and ten months. The gentleman's misapprehension evidently arises from the fact that in all cases of commitment by the court where no definite time is fixed, the institution stands in *loco parentis*, and thus possesses a right which we would hesitate to give up, but our hesitation is not for the reason that we claim pay from the city, for we do not claim pay from the city up to the age of 21, but only to the time of placing out. As a matter of fact, the proper time of payment on the part of the city for cases of children committed to a reformatory institution does not hinge on the age of the child. It does hinge and it ought to hinge on the period of detention, and I for one would be glad to see the law made more definite in that respect. It is perfectly absurd to suppose that a child who needs discipline in a reformatory institution, who enters at the age of 15 years and six months, should be discharged arbitrarily at the end of six months because he has attained the age of 16 years. No matter what the age of the child, the city should not be called upon to pay for such support beyond a proper period of detention, but should pay during the period of detention. In the case of the two institutions which the gentleman selected for special assault to-night it is not true that children are retained till 21 years of age. What is true in the case of the institution of which I can speak is that they are retained for an average period of one year and eighteen months, or, in the case of reformatory cases, one year and ten months from the time of their admission, irrespective of their age.

Now, as to the class of cases coming under the head of reformatory cases, here again the gentleman has been misled by the fact that the Penal Code puts in the power of the committing magistrate cases that are not criminal, such as those cited by him of peddling on the part of a child under a certain age, an offense for which the committing magistrate has the right to place a child in a reformatory institution. Another class of cases where the same right is given to the committing magistrate is where the conditions and surroundings of the child's home constitute what is technically called a state of "no

proper guardianship," and these are the cases, as far as I can make out, to which the gentleman alludes when he says his blood is caused to boil when he thinks of children of three and four and five years of age committed to an institution as criminals. These are cases where the children have, in some instances, been taken from houses of ill-fame, and the committing magistrate has sent them to us. The power is then given by the "long form commitment" to find new homes for the children and to keep the children in such new homes until they are 21 years of age, but not at the expense of the city.

Now, as a matter of fact, the New York Juvenile Asylum heartily approves of placing out work, but the majority of the children are not and cannot be sent to the west; only about 10 per cent. of our children are placed in such homes and these mostly from the committed children. Occasionally, as in one case that has been ventilated in the papers, mistakes are made, I will frankly admit, but the majority of the children for whom homes are found are these committed children whose homes are not suitable places for them, and the payment by the city ceases after a home is found in a western city.

Now, what should be the true method of determining the period of detention. The city does not pension the child, as the the gentleman seems to suppose. The object of the city's making any payment to an institution for reformatory purposes is that the child thus committed may be so disciplined that its future development in life may be upward and not downward. The period of detention having been ascertained by experience I should favor the formulation of a law which should limit the time of payment to the average period of detention, say a year or eighteen months or two years. Then, if in the particular circumstances of that case, the managers of that institution thought it was best for a specific child to remain for a longer period in their charge, no charge should be made to the city for its detention beyond the average limit. Such a law would be in its operation a reasonable law, but the law that arbitrarily fixes the time at which a child placed in an institution for

reformatory purposes must leave the institution,—viz., at the period of arriving at the age of 16 years—is an unscientific and therefore an unreasonable law. Again, the gentleman said,—and here he merely voices the impression of a large portion of the community who have not studied the subject,—that the charge on which the child is sent to the institution is an index of the character of the child.

I suppose the leading authority on the subject of juvenile offenders is William Morrison, of England. His book on juvenile offenders is regarded as not only the most recent but the best work on the subject we have. Mr. Morrison makes a remark which my own experience has fully borne out, that the most difficult class with which to deal is composed not of those committed, even from Special Sessions for grand larceny, but children in whom the tendency to revert to the nomadic type has developed itself. Such a child may not be committed on the technical charge of stealing, but, because of its environment, has had so little of character and has grown up in the city streets in such a way that it has thrown away all regard for authority, that it will not apply itself either to intellectual or manual tasks, and simply lives the indolent, idle, unworking life from hand to mouth, and that is the child from whom the future criminal will be developed. That child is the most difficult to deal with, and there the institution must put out its strongest disciplinary course by inculcating, first, habits of order, habits of study under rule, and then by training the will.

For my part, I am not an advocate of the permanent retention of a child in any institution. I believe that the institution has its place. I believe that the juvenile institution is absolutely necessary in the case of the child who has thrown off the rule of teacher, parent or guardian; but I believe that the artificial restraint of the institution, with its rigid rules for rising, for work and for study should be enforced for a limited time only and then the child should be placed in a family. If possible—I agree with one of the first speakers to-night—if possible, it should be placed in the family from which it came; but that is

not always possible. If I felt my lips unsealed—if I had the time, which I have not to-night—I could tell you many a story that would stir your blood, stories of the way in which homes have been destroyed and the children have come to us, stories of children in whom childhood has been crushed, manhood and womanhood brought into the dust, and then it is that this power which the law, in my judgment, has wisely given to the management of properly conducted institutions of taking such children out of such homes and placing them for a time under proper restraint and then finding for them new homes where new careers may be made, finds its proper and beneficent field of exercise. I have the pleasure and the honor of saying that the Juvenile Asylum is not a place of shame from which a child need go out with a feeling that he goes out with a stigma upon him.

In September, 1860, Abraham Lincoln, being then just about entering upon his campaign for the presidency, passed through the city. He was invited to come to the Juvenile Asylum. He was unable to go, but sent to the boys there a message which we have had painted on a placard and placed in their chapel; "Tell the boys of the New York Juvenile Asylum that if they wish to become useful and honorable men, they must follow truth, justice and humanity;" and many a boy, having that motto in mind, has gone out to win for himself an honorable career. One of those boys is seeking to-day political preferment, the governorship, if I remember right, of one of our western states. He stated recently that if he won the honor, he wished to attain it, because he desired to demonstrate what could be done by the boy who started out from that school. And this is not a single instance. These children are not sprouting criminals. I find I can agree with my friend, Mr. Oppenheimer, on one other point besides his lack of expertness. I agree with him that this home is not and ought not to be filled with sprouting criminals; it is filled with the young life that, improperly handled, trained by those who do not understand anything about training, trained to low ideals of honor, would go steadily down,

but that can be taken and elevated into the very highest positions of honor, and I thank God that I am permitted to have any share, no matter how slight, in what I regard as a very honorable work.

Mr. Robinson:

Mr. Chairman, Ladies and Gentlemen: I am very much gratified to be the last speaker but one on this question. The question has been stated very well by Mr. Williams. It is one which cannot be answered, except by saying that the time of detention should be variable and changeable, according to the circumstances under which the child goes to the institution and the age at which it goes. Mr. Oppenheimer has certainly stirred up the President of the Juvenile Asylum, and I thank him that he has answered the question for us, as well as for his own institution. We are in the same position. We are subject to the same criticisms,—and criticism is very easy, as we have had an illustration this evening. It is a very difficult thing to reform children, and on this special matter of reformation, it has been well said that he evidently has had no experience.

As I understand the question, it is, Upon what principles should the upper age limit be fixed? There are certain principles which should guide; first, the reformation of the child. That is the first principle to be held always in view, and whether the child remains six months, or three to four years, is secondary.

Now, what do we find? We find an argument based on statistics—statistics which do not prove much, as I will show you in a few moments—and that argument for the limitation of the age of these children committed for reformation. Now, the supposition of some is that institutions exist for what can be derived from the support of these children,—a very low estimate of the standard that guides the institution; but the Catholic Protectory has existed for many years, even with so low an estimate of its services. The children are sent for many offences. Many of the younger children are as much on the road to crime as the children of 16 and 17. How easy it would be to avail ourselves of this proposed limitation and keep those children if the insti-

tution was disposed to be dishonest, or to look to its own interest. But it is simply because of a policy established years ago that these children are confided to us, and I do not believe that even the advocacy of such men as Mr. de Forest will ever accomplish any change in the policy of the city of New York in providing for these poor children, in private institutions—in institutions already built up and established. Those institutions are conducted at half the expense that the city has ever been able to do it, and under influence which the State has not the power to supply in any respect. With proper respect for the city and State authorities, I think they are fully convinced of this. The city cannot build up an institution in which the children are educated in a positive religion. That is not the office of the State, and it has been particularly demonstrated that children cannot be reformed without positive religious instruction.

Now, in the month of March, the Commissioner of Charities formulated rules bearing upon this very question that we are asked to give opinions on. One of the rules reads: "For children over 14 years of age committed to any private institution or society for any causes other than destitution, public payment therefor shall cease two years from the date of the commitment, unless previously discharged, or unless special arrangement for a longer term shall have been made with the Department of Charities." That rule cannot cause injustice, except in a few cases. It is not an unreasonable rule. But there are exceptions, and those exceptions are provided for in the last two lines of this rule, so that any institution by making proper representations to the Commissioner of Charities would have no difficulty in having cases excepted which required longer detention. That provides for those detained to the age of 18. As a matter of propriety, I am bound now to defend the very charter that Mr. Oppenheimer has criticised. Our charter does permit the detention of children until they are 21 years of age, and I think it is a just provision. I think it is not an unwise discretion to give to the managers of an institution who have had experience, the right to retain

certain cases during their minority. What would the city of New York do in similar circumstances if they had their own institutions? Would they put these children upon the world any faster than the private institutions have done it? The charter gave us the right of keeping these children, but that is modified by recent legislation, and there is no difficulty in our being in accord with the city officials in this regard; but when Mr. Oppenheimer speaks of the right of detention, it is a very different thing from detaining them. There are exceptional cases in which the children have stayed in the Protectory till perhaps 20 years of age. It was easy for the Commissioner of Charities, or the Comptroller, if they found fault with the detention, to find why those exceptional cases were detained. It would not be a difficult question to ask—but when you claim that many have been detained, the fact that over 32,000 have left the Protectory within thirty-six years would indicate that it would be impossible to detain many of them over this long period of time.

While on this subject I might read a memorandum which shows the number of children received in the Catholic Protectory from the 1st of October to the 1st of May. In that time there were 734 children committed to the Protectory. 683 of these come under the different classes described as reformatory cases, 747 have been discharged in the same time, without speaking of 166 which are detained after arriving at 16 years of age. The Protectory will not discharge these, simply because they are 16 years of age. We turn them out as fast as we can. It has to be done with great care, according to the condition of the family and the means of finding them employment.

Now, of these 734 children—it may be well for me to recite hastily the causes which brought them into the institution. None came through any representation of the Catholic Protectory. The magistrates have, from different parts of the city, sent these children under the laws. It is not our fault that the breaking of windows constitutes an offense in the city of New York.

However, if you permit boys in the city to throw stones and break windows more serious things will follow. You will find cases coming before the magistrates daily, in which these magistrates are discharging the children if they find any prospect of their being taken care of. They are slow to send them to the institutions. They wish to do what is right, as I have found in all my experience.

They have sent to us for disorderly conduct 287 boys, ungovernable 120, ungovernable girls 24, petty larceny 96, grand larceny 1, burglary 8,—26 boys only for destitution, 10 girls for destitution, 71 truants—Commissioner Keller sent 16 boys and girls for destitution.

We do not make the laws and the children come to us through the action of others. It is a very clear proposition that when the institutions are not provided for the city has to provide. I do not think the officials will advocate doing away with private institutions and spend double the money for the sake of having the name of doing this thing themselves.

I have already spoken of the rule, which seems to be reasonable, in regard to the time of detention. I wish to express confidence also in the method in which the commitments are made. There do not seem to be any abuses. Although years ago when Tammany was in power—one heard a great deal of the changes that reform government would make when new magistrates were appointed, we found that the children went to the institutions in about the same numbers. The children are here and have to be provided for and have to be reformed, and I do not see how it is possible for any one who studies this question from an independent standpoint to have any other conviction than that the institutions are trying to do their duty to the best of their ability.

Thursday Morning, May 10th 10 o'clock.

MR. EDGAR J. LEVEY, DEPUTY COMPTROLLER, PRESIDING.

V. THE EDUCATIONAL CURRICULUM FOR CHILDREN'S INSTITUTIONS.

Kindergartens—Manual Training—Industrial and General Education.

Discussion by Rev. T. L. Kinkead, St. Joseph's Home, Peekskill; Prof. C. Hanford Henderson, of Pratt Institute; Dr. N. Oppenheim, author of The Development of the Child; Mr. William I. Crane, Head of the Department of English in the Public Schools, Dayton, Ohio; Mr. William F. Barnard, Superintendent of the Five Points House of Industry; Mrs. Florence Hill Winterburn.

The CHAIRMAN: Ladies and Gentlemen—It is earnestly desired that every one present will consider himself an active factor in this conference. By that I mean that after the speakers whose names appear upon the program have been heard, it is hoped that all present who desire to do so will very freely discuss the topics that are down for discussion at this morning's session.

The topics for discussion at this morning's session are "The Educational Curriculum for Children's Institutions" and "Inspection of Private Charities."

Each of these subjects is highly important. Both of them belong to that class of public questions which is sometimes tabooed by the timid as embarrassing and likely to lead to controversial discussion of a delicate nature. Yet there is no reason why, at an informal conference like this, we should not speak our minds frankly and freely. Certainly it is only from such a free interchange of thoughts that results of any value may be expected.

The question of inspection of private charitable institutions by the government has for some years past, and especially this year, excited a widespread and growing popular interest. As

usual with questions of this kind, it is possible to hear extreme opinions expressed on both sides of the issue. On the one hand there are those who believe that State inspection should assume the form of a thorough-going supervision which in its last analysis would leave private charitable institutions with only a shadow of that independence of management which they cherish so highly. On the other hand, there are some who resent the slightest exercise of the right of inspection as an unnecessary piece of meddlesome interference, in short, as an impertinence. Between these two extreme views there ought to be room for us all to meet on common ground, without danger of crowding elbows.

If we stop for a moment to consider the philosophy of State inspection or visitation—in other words, the reasons for its existence—it should not be difficult to reach a just conclusion as to its fair limitations.

Take the case of children's institutions. Dependent children are the wards of the State; as a political principle that statement is quite axiomatic. Grant that, and it must furthermore be admitted that the State cannot wholly divest itself of the responsibilities of its ultimate guardianship by placing a dependent child in a private institution. The duty to see that a dependent child is properly cared for during its period of dependence rests on the conscience of the people; and if that conscience is alive and fairly active, as it should be, it will call for such a measure of official inspection as will periodically give assurance that all is well with the ward. The popular demand for some measure of governmental inspection is, therefore, a hopeful sign. It indicates that this conscience is neither dead nor dormant. It betokens an active interest in the welfare of the helpless orphan which augurs well for the moral sentiment of the community.

Is there anyone who believes that this demand for governmental inspection is not a popular demand; that it is the mere surface agitation of a few meddlers? If so, how does he explain the ready acquiescence of the elected and appointed servants of the people, the public officers, in carrying out the duties which

it imposes upon them? Reflect for a moment upon the notorious timidity of public men and officeholders, whether of high or low degree, in approaching even within hailing distance of any question which may by any possibility involve friction with sectarian charities.

It is unnecessary to dwell on this fact. It must be sufficiently evident to all. If there were not a powerful impulse—a groundswell of popular feeling—demanding this inspection, no fad, no matter how vehemently voiced, could compel their attention to this public duty.

Now, if we recognize this popular demand as based on good reason, and likely to endure, some attention should be given to the possible danger of its leading too far, as, for example, if it should lead to the point of active supervision. Political tendencies, if unchecked, are apt to go to extremes.

To come, therefore, to the point. The practical regulation of this tendency lies largely with the institutions themselves. If, by their own actions they render supervision unnecessary, there will never be any supervision. If there is no excuse for interference you will never find political servants of the people playing with that particular kind of fire. It is only in the event of the private charities which perform public service proving in some way recreant to their trust, or incompetent to perform what the enlightened sense of the community demands from them, that there is likely to arise a popular demand that the State shall resume in any degree the functions which it has surrendered to their care. Are there any indications that this is likely to happen? If so let those better qualified to speak than I make their prophecies.

The children's institutions of all denominations are now performing a noble work and in a manner which, so far as I know, appears at present to be thoroughly satisfactory to the public. So far as concerns the physical welfare of the child, it is mainly praise that is to be heard. But on other points critical voices have been raised. The advocates of the "placing out" system are strenuous in reminding us that nothing can take the place

of home life for a child, and that the tendency of even the best institutions is to crush out self-reliance and suppress individuality; that where routine does everything for a child, he does not learn to think for himself. Defenders of institutional life reply by pointing out the extreme difficulty of properly inspecting the lives of "placed-out" children. There is doubtless a measure of truth in both contentions. But there is also a more practical truth which I hope this conference will be instrumental in forwarding.

Institutional life is capable of constant improvement and great progress. The very conditions which have led to criticism—the assembling of large numbers of children under a more or less artificial routine and discipline—these very conditions give rise also to opportunities for instruction which are practically obtainable only in such highly social communities.

The certain undoubted advantages of institutional life being admitted, its drawbacks on the score of an impoverishment of moral stamina are capable of being met and to a large extent overcome. The possibilities of the kindergarten and of manual training as a means of developing individuality and self-reliance are subjects which are of the most vital importance in the educational schemes of all children's institutions. When we remember that in the city of New York the number of dependent children in institutions exceeds 20,000 it is apparent how great an interest the State must take in their welfare and development. These children are annually taking their places in the body politic. Such a large number is bound to prove an important factor in leavening the community for good or for evil. The State is not merely interested in their continued existence, nor even in securing for the time being their physical comfort. It is concerned with all that tends to determine the character of their future citizenship, and that means all that goes to make up their manhood and womanhood.

Are present conditions in all respects satisfactory? I scarcely believe that the most optimistic will answer that question in the affirmative. I foresee one objection that may be urged against

the practicability of instituting some of the improvements which may be suggested this morning, especially on educational lines—the objection of insufficient funds. Most of the large children's institutions are practically supported by city appropriations. The city pays two dollars per week for each child. This amount, I hear it said, will support life with comparative physical comfort, but will not provide for the application of adequate educational methods. If that be true, let us hear it frankly stated. Our taxpayers are certainly not niggardly in their contributions to charity. There is little, if any, protest against the millions that are annually paid out of the city treasury for the support of children's institutions. But what are the results? If they are inadequate, how can they be made adequate? What is needed and what will be the cost? It is easy to conceive that an institution might keep its children alive and reap a profit out of this two dollars per week. Some years ago we had an unfortunate example of this, only in that case the institution in question did not succeed very well in keeping the children alive. On the other hand, it is even easier to imagine the case of an institution which, by the expenditure of more money, obtained such fine results that the city's contributions would at once appear to be insufficient. It should not be assumed that there is such magic in this two-dollar rate that the city would under all circumstances refuse to pay more if it can be clearly shown that the payment of an additional amount may mean the difference between good citizenship and bad. It is all a question of the results to be obtained. There is a limit, of course, and the common sense of the community would rebel at inaugurating in children's institutions some of the fads of higher education concerning which we are now hearing a good deal in connection with our common-school system. But there is no reason why every child, on leaving one of these institutions, should not, unless inherently defective, be in all respects qualified to take up the battle of life with at least the average prospect of success.

In regard to kindergarten teaching and manual training, it is but natural that, with the unfortunate lack of co-operation which

at present exists, some institutions should have progressed further than others. But it is not to be believed that the managers of any children's institutions are not alive to the necessity of keeping in the front rank of this educational development. How can those who are backward best learn to take advantage of the experience of others who have hit upon some detail in child-training which inures to the benefit of institutional life? By conference. Not by the dress parade and formal speeches and carefully prepared papers of the periodical charity conferences, which have their undoubted uses and their great benefits, but which do not and necessarily cannot encompass these all-important matters of detail. Not thus, but from the free interchange of thoughts and experiences in an informal conference such as this, where answer can follow question, like sparks from the hammer and anvil of spontaneous thought and suggestion.

You charity workers are too devoted to your cause, too unselfish, too imbued with the frank and joyous altruistic spirit to seek to conceal the advances you have made for the glory of either creed or order, or of the particular institution with which you may chance to be connected. Also, there is none of you who would not cheerfully and gladly admit an error and adopt a benefit or improvement that might be suggested by rival co-workers in this glorious field of active human charity.

For these reasons one may have great hopes of such meetings as these. Perhaps they will achieve some lasting continuance and work a constantly growing benefit. At least it may be said that the mere occurrence of such conferences indicates a consciousness on the part of those responsible for the conduct of the great children's institutions of the necessity for keeping in the front line of educational progress. This consciousness and realization is the surest guaranty that the State's visitorial powers need never be invoked for that supervisory interference which is the object of so much fear and dislike.

Rev. Mr. Kinkead:

Mr. Chairman, Ladies and Gentlemen.—When my name was placed on the program to discuss the subject before us this morning I was under the impression that the conference was to be a small gathering of friends deeply interested in works of charity. But when I find that this meeting has grown into a large and interested audience I regret very much that I have not prepared a formal and comprehensive paper on the subject. I venture, however, to lay before you a few thoughts on this important question. I am fortunate in having such a goodly array of prominent speakers come after me who will make up for my deficiencies.

There should be little difference between a well regulated charitable institution and a well regulated academy or boarding school. There is, however, a difference in the materials upon which the teachers and managers have to work. Children coming to a boarding school are generally from good families; their morals have not been corrupted and the teachers find something fundamental to begin upon. Now, of the class of children who come to charitable institutions, many have their characters warped and their morals corrupted before entering. Mr. Williams told you last night of the character of the homes from which some of these children are taken. When we gaze on the magnificent buildings that ornament our city, we give very little thought to the dilapidated structures they supplant; neither do we admire the foundations that have cost so much, because they are hidden from view. And yet they are so essential that a superstructure would be an impossibility without them. In like manner, as Mr. Tucker told you last night, there is a great deal of charitable work that does not appear on the surface that cannot be put down on paper or published in reports to lay before the public.

In charitable institutions for children there is considerable tearing down and cleaning up, so to say, before the work of reconstruction begins.

When making a journey we have some means of knowing our

progress; so, too, in the matter of education we should have some signs by which to determine our progress.

The very name education tells us that it is a drawing-out not a cramming-in process. The first thing, then, in the education of a child, is to study its possibilities, to learn its latent powers and to properly develop its qualities of mind and body to their greatest extent. Then the education should be of so practical a character that it will be the best possible for that particular child, and enable that boy or girl to secure a living in the easiest and best manner and be most useful to society. When we have taught children the best means of providing for themselves, we should next teach them the best means of helping others by taking an interest in the affairs of their country and in particular of the community in which they reside.

I think the framers of this program must have had these or similar thoughts in mind for they have selected subjects somewhat on these lines. I said the first thing in education is to find out the disposition and ability of the child. There is nothing better for this purpose than kindergarten work. Certainly, the joining together of little pieces of paper, the making of pretty figures with silk, or the arranging of little wooden blocks are of little worth in themselves; their value lies in showing the brightness, the aptitude, the capabilities of the child, in exhibiting its character, its disposition or its tastes.

To give dependent children the most practical training to fit them for after life we all agree, I think, that manual and industrial training of some kind is necessary. The amount will depend on circumstances, but it should never be less than is truly useful. The tendency in all our great industries is to divide their work into departments and to systematize it in such a manner that one class of workmen will be wholly occupied with a particular branch. This is a very profitable method for the manufacturer, because it makes his workers more skillful and more rapid. I fear there is a tendency in large industrial schools to adopt similar methods and to assign children to piece-meal

work, the knowledge of which can be of little benefit to them afterwards.

For example, we have institutions throughout the State in which shoe-making, glove-making, stocking knitting, etc., are taught. Suppose a boy who has only learned how to put heels on shoes goes forth from the institution to find a situation. He may have to wait a long time before finding employment at that particular kind of work, and if any other is offered he is unable to do it. Therefore, in our training and industrial schools, the children should, as far as possible, be taught to make a complete piece of work and instead of powerful steam and electric machinery it would seem better to have them work with such tools and implements as they may be later able to provide for themselves. Nearly every large institution has to maintain a staff of mechanics and workmen, a plumber, a steam-fitter, a carpenter, a painter, an electrician, a stable man, a gardener, a baker and a tailor. Now an excellent method is to place a few boys with each of these men working about the place. A little experience in real and necessary work should make the boys quite useful in their several occupations. They may never, it is true, be first-class mechanics, but they will become very handy men, able to do a little jobbing and, as such, they will readily find situations about hotels, offices, institutions or estates. Such men are better equipped for making a living than if they had learned some partial branch of industrial work. The same is true for girls. One thing seems to have been neglected in their regard in some of our institutions, that is, their training in household duties. Ladies, in this country, have great difficulty in finding good domestics. The number of native born servants available is small and seems steadily decreasing. This lack of servants is becoming a very important problem. It is breaking up family homes and forcing people to live in hotels. The trouble is somewhat due to our system of free advanced education. One can scarcely expect a girl who has gone through our advanced schools to become an ordinary housemaid, or a boy who has had like advantages, to become a com-

mon day laborer. The remedy might be found, I think, in the right use of our charitable institutions. In them could be trained the classes most needed in the community.

Placing-out agencies argue that nearly all these children should be taken from the institutions and placed in family homes. I am not opposed to placing out children in families, on the contrary, I am myself a director of a society organized for that special purpose; but I do believe that great discretion should be exercised in such work and that there should be some reasonable rules in reference to the classes of children to be so placed. I believe that foundlings and children who have no claim upon them should be placed in permanent family homes of their own faith as soon as possible. However, care should be taken not to place a child in a family where it is wanted chiefly for the service it can render. Many thus placed are made household drudges and are deprived of education. Owing to their age they are unable to protest against such treatment and effectively maintain their rights. It would be more profitable in the end to keep these children in the institution till they acquire sufficient knowledge and have reached sufficient age to properly fill these positions. At this season of the year the managers of children's institutions have usually more applications for girls than they can hope to fill. It is the season of pleasant weather when an infant should be out in the air, hence the need of a little girl. It is near the end of the school year and the truant officer will not bother the family about her school attendance; she will be very useful in the summer and can, on some pretext, be returned to the charitable institution in the winter. Or a boy is needed in the country for the summer who would be a burden in the winter, and in like manner he is sent back or turned adrift, always, of course, for some plausible reason, that institution managers have now come to understand. Such selfishness should be strongly rebuked by a firm and just policy on the part of all persons engaged in the work of placing children in families. Good homes can be found and no others should be accepted. Persons who really desire to adopt a child as a member of the family will not, as a rule, seek one of an

age to work, for they do not wish a child to remember that it has parents living and what its former associations were. They want a child to grow up under the impression that it belongs there and has always been there. Therefore, I think, injudicious placing out should be discouraged, and placing out for the sake of making a record or sustaining a theory is frequently injudicious. I am not referring to any particular society, because I have in mind such work throughout the State, whether done by public officials or private agencies. They should study very closely the motives of persons applying for children. When applicants say they intend to treat the child as a member of the family that simply means they do not intend to pay anything for services rendered.

Now, there is another thing we should remember. These poor children really have a right to an education, and they cannot get it if they are taken into families merely for service. It stands to reason that nobody will take a little girl, for instance, and part with her services from nine in the morning till three or four in the afternoon and support and care for her, for the balance of the time that she has to work, unless sincere charity or love for the child were the chief motives for taking her. Fortunately there are such motives. There are some children that should not be placed out in families because it is an injustice to their parents. Let us take one of a class of cases. A worthy mother is left with several children she is striving to support. She has to go out to work and in her absence, she knows that her children are running the streets and are in danger of accident or evil association and without proper care. Therefore, she seeks to place them in an institution where they can be cared for and educated till such times as they are able to be placed in situations where they will be self-supporting and of help to her as well. Now, such a mother does not need the services of any official or society to place her children out to work for others. She could do that herself if she so desired, without giving up the control of her children. I say, therefore, it is an injustice to such poor people to take their children out of the institution

where they are being trained and educated and put them out in families. In an institution a mother feels her children are safe from moral danger, but she has no such confidence in the family of a stranger and if any misfortune befalls her children she has no redress. In the institution, she may visit the children, in the family such visits are discouraged if not wholly forbidden. The child's affection may be permanently won from the parents and the child's devotion lost forever.

If a man can claim damages for alienating the affections of his wife, should not a parent have a right to some redress for alienating the affection of her child? We say much about the obligations of the parents to their children, but very little about the obligation of children to their parents. The time will come when many of these parents whose children have been placed out with others, will themselves be in need of support, and deprived of that which they might naturally have expected from their children, they will become a charge upon the public.

We all agree that the family should be kept together and I say our charitable institutions help to do this, by keeping up family connections and acquaintance till its members can be reunited. You have just heard our honorable chairman say there are about 20,000 children in our charitable institutions. It costs the city of New York about $40 a year for the education of each child in its public schools. Now, if the 20,000 children, now in the institutions, were placed in families, they would cost the city $40 a year each for education, alone. Now the institutions receive for the care, support, maintenance and education, $104 a year for each child, so that if we deduct the $40 required for education, the children in institutions cost the public only an additional $64 a year. This does not seem an extravagant amount to pay for the good results obtained. I urge you, therefore, to use your influence to conserve the rights of the worthy poor, especially their parental rights.

True education means the development of all the powers and faculties of the child, a complete development of its moral and physical nature, of its body and mind. If the child is to be

educated not only to help itself but to help others, it must be taught its relations to other members of society. When you teach it obedience and respect for lawfully constituted authority, you must give it a motive for such obedience and respect. You must give it an authority that can follow it not only into private life but into its most secret affairs. You must give it an authority that can control not only its actions, but its very thoughts, for the thought begets the desire as the desire begets the act. The State can legislate only for acts, some other influence must reach the thoughts of our children. Moral and religious training is the influence that can reach the thoughts. The State, as such, cannot give this training, it has no religion of its own and no authority to establish one. This training is best given under our present system of private institutions and their managers are doing a noble work in the training of children's minds and hearts. A child taken from a vicious home has seen and heard a great deal unfit for it to see or hear. The memory of such things cannot be blotted from its mind, but you must teach it that what it has seen and heard is wrong, and that it must detest and abhor such things. It may not be an easy matter to make children understand that their own parents have been guilty of things detestable. This is part of the work the institutions are doing. They teach truth, obedience and virtue and they give the children motives for them. They teach that civil authorities are merely instruments in the hands of that divine authority from which they derive their power.

A few days ago, I witnessed a parade in which some fifteen hundred school children took part, and I must confess I was much surprised at the want of respect manifested by these children for the mayor and public officials, who sat on the reviewing stand. There was even evidence of juvenile defiance and contempt for authority in the conduct of many of the children. Was this the result of their education? If so it needs reformation. What remedy does our system of public education afford for such evils?

When a wave of juvenile depravity sweeps over our country, or some unusually great crime has been committed by

children, immediately newspaper offices are flooded with correspondence giving reasons. One says the children have not enough training, others, that they have too much. The real reason is that children have no religious instruction. We have not controlled their thoughts and we cannot, therefore, restrain their acts. If we wish to get at the root of the evil we must supply what is wanting in their education, namely: moral and religious instruction as it is given to our children in our private charitable institutions.

As the deputy comptroller has suggested, there is a possibility of still greater progress in the institutions and we must appeal to their managers to aim at the highest suitable standards in education and all things else connected with their work, then, if there be any institution that is not up to these standards we should compel it either to do its work properly or retire from the field.

Professor Henderson:

Ladies and Gentlemen: I feel very much honored indeed that you have asked me to come here this morning and say a word about the curriculum for children's institutions. During my work in connection with the manual training schools in Philadelphia, I was one year made a member of the committee to examine the question papers handed in by the candidates for our high schools. There were 1,300 of these candidates, and consequently one question was assigned to each examiner. My own question was, "Describe the structure of the stomach." It took two days to read the 1,300 descriptions, and at the end of that time I came to the conclusion that that ancient writer was quite right who said that we were wonderfully and fearfully made. One little boy wrote: "The stomach is a pear-shaped organ that holds about five quarts, and if you eat too much it presses up against the heart and kills you." I think this answer was prompted by a painful personal experience. Another lad had equally generous ideas: "The stomach is a pear-shaped organ which contains the heart,

the lungs and the liver." These children had been under instruction in our public schools, and when one came to look at the results, one had to feel that however acceptable the curriculum was, there was something wrong about the practical application of it. We had a theory that in some of the more useful branches, such as English, a child could only go to the high school provided he had a minimum average of 60, and as we had to deal with these cases very often, we fell into the slothful way of speaking about them as "minimums." A little boy came to me one day, whose name was not on the list, but who had a high average. I said, "I think it must be that you had a 'minimum.'" He said, "What is that? I never had the minimums." I think he confused them with measles.

It would be very easy to multiply examples of what I might call giving undue prominence to words. It has made some of us at least feel very much dissatisfied with current plans and methods.

In the educational world the question of the curriculum is the most difficult that we have to deal with. I think the outsider who hears some of our discussions must feel at times that it is almost hopeless, and yet I truly believe that the difficulties are only seeming. If we take the question of the curriculum from the outside, and regard it as a matter of opinion only, it is impossible for us to get anything that is at all essential or at all satisfactory. I believe that we shall get nowhere in our work as educators unless we carry back this question to its real foundation. It is not a primary question; it is a secondary question. It is a question of means, and the primary question is a question of ends. I regard this whole matter of education as a practical process by which we realize the social purpose. We have distinct ideas in regard to the social purpose, and we must regard them as ends and regard the educational process as the means for realizing the ends. We shall then have a curriculum which is practically beyond discussion. In a word, I think we must carry the problem one step further back and begin with the discussion of the social purpose that we want to realize in this

process. In one sense, to say that, is to increase the difficulty, for we are brought at once to the most basic part in the thought of every man and woman—What sort of society is it that we wish to have prevail; what sort of social purpose do we wish to work for? The social purpose is practically our philosophy of life done into terms of the day's work. I take it that theoretically we are all believers in democracy. That we have never realized democracy in America does not affect our theoretical position. We have not even realized anything so respectable as an aristocracy. As I see it, we have realized a plutocracy. I say it without the slightest bitterness and without the slightest touch of pessimism. I still believe in the theoretical democracy and still believe that we are going to realize it, and that the present failure is only one of those processes of falling down by which we learn to walk.

It seems to me that the very grave duty of education is to be forever denying that we have anything in America but democracy and forever asserting that that at least is our theoretical belief. If we are true to this principle I think we must surely feel that it is a grave denial of it when we arrange the curriculum of our schools for the furthering of class distinction, and we must feel that it is a denial of it when we do not strike at once for the best education—an education that shall be the best from beginning to end, no matter where the process is interrupted. I believe, therefore, that the curriculum for children's institutions should be in no way peculiar, but that they should represent the best human purpose that we have for children more fortunately placed, and that what we want to work out is a process by which we shall realize our democratic social purpose. Just as I would feel that a curriculum that would emphasize class distinction was fundamentally wrong, so I would feel the curriculum which had to do with the special future of the child was lacking in catholicity of purpose. Education is a process of the present moment. If you believe that with me, then you must believe that much of our work, and especially the work that we forever seem to be

putting under the name of the preparatory school, that much of it is false. Education as a true process is the utilization of the present moment for its richest human ends. To-morrow to be rich will flow out of a rich to-day. How, then, is it possible for us to accomplish this? As I look at children, or as I look at men and women, I must feel that they are the most august things in the world, the superb, supreme interest in the world. As I see their activities, as I see that if you touch them on one side, you touch them on all sides, as I observe their very quick response to changed environment, I feel that we have to deal not only with an organism, but also we have to deal with a unit. Our education to be true, must proceed upon the theory that we have here a unit organism in which the process of development must take into account every complex element that goes to make up human nature. I feel that it is impossible for us to do anything, unless we have for the carrying out of our purpose, a wholesome organism. The education, therefore, of children, particularly the education of children up to the fifteenth year, becomes for me a process of developing a human tool—that is, the human organism. If you have deficient material, you do very bad work. If you give a human spirit a deficient tool through which to express itself, you are going to do very clumsy work.

If we follow this thought to the end, we shall demand that we have first of all children who have strong, wholesome bodies,—I will go further—who have strong, wholesome, beautiful, accomplished bodies; who have faculties that report correctly; who have eyes that see and ears that hear and hands that discriminate and taste and smell that respond. You must have such a tool to report the truths of the world to the growing intelligence of the child, and such a tool to place under the control of the human will when it formulates its purposes. If you agree with me in believing that education as a process must found itself upon this rigid belief in cause and effect, must found itself upon this theory, borne out, it seems to me, by all our human experience, that man is a unit, I think you will agree that the ideal curriculum is a very

simple thing; it has to do with the growing child, with those processes which are to give the perfect organic tool. I have used up my time, but with your permission, I will take two minutes more, for I presume you are accustomed to having people come before you, not deficient, let us hope, in the milk of human kindness, but in whom the milk has not been condensed. To be more specific, I believe that the early years of childhood should be given to organic studies, to gymnastic—I put it in the singular, to distingush it from athletics—I mean the cultivation of the human will to express itself quickly through the human body, more especially the Swedish gymnastic; so that the children may use it more agreeably than you and I commonly do; to the cultivation of the voice; that we should have manual training, not that the child should become industrially acute, but in order that he may have a keen tool, with power of muscular control; that we should have drawing as another form of manual training; that we should have language—English, if the curriculum is to be limited, or if it may be a little more extended, English and perhaps one foreign language, such as French. I have omitted from my curriculum that great question of arithmetic, all formal history, all grammar—in fact all formal studies. They are a weariness to the flesh. They waste the time, because they prevent our using the time for better purposes, and they waste it in a more serious way, because they make the student more difficult to handle when he comes to an age where he can take up formal studies to advantage.

You may ask if I should recommend this regular organic training for the children of the poor. I gave my answer practically in my preface. If this be a good education, it is an education alike desirable for rich and poor. The results will be far better than the waste of time which comes from attempting to do formal tasks, *and not doing them*—a very bad and discouraging thing for the teacher and a fatal thing for the child. I believe that if our boy and girl must go into the world quite early to earn their living and they go with a sturdy human tool, this fine body and discriminating sense, they will be better able to take their places

as citizens than if we gave them a smattering of formal studies.

I listened with a great deal of interest to the remarks of the preceding speaker. With their purpose and with the statement of ends, I feel myself cordially in sympathy—that this training is nothing at all, unless it is religious and moral. It is with the latter part that I could not quite agree—that this training must be put into the hands of sectarian institutions or into the hands of special churches. Those who look forward to the consummation of a democratic state must look forward to the consummation of a moral and religious state, in which no public act would leave out religion and morals. Religion I believe to be a man's attitude towards the universe, a child's attitude towards the unseen. I have never met a man without a religion; I have never met a child without a religion. If the attitude be mean and cowardly, his religion is but little evolved. If the attitude be noble and inspiring, then he is living in the constant presence of the Divine. But this organic work which I am presenting is work which you can saturate from the first moment to the last with this religious, moral sense. If you have children imbued with the idea that excellence is the practical expression of religion, you will have children studying more deeply to develop themselves in all of the terms of their unity to the highest possible human measure.

I am very much obliged for your attention. I have given you but a fragment, but I am glad to have had your attention even for a moment.

Dr. Oppenheim:

Mr. Chairman, Ladies and Gentlemen.—It is a great pleasure and a great opportunity to take part in a conference like this. A person who has an opportunity to participate in charity affairs is highly privileged. Such participation raises a man. It broadens him and gives him a large scope, it tends to spread a great view of things before him. I do not know of anything more inspiring, therefore, than to try to grapple with a problem like this. You have, as we have been told, 20,000 children in

institutions. That means very much more than 20,000 units. Every one of these children resembles, in his potential influence, the motions that are made in water when a stone is dropped in; the circles begin to spread and spread, and the end of their impulse no man can measure. Thus, a child grows up in an institution; he lives and develops; he goes out into the world; he makes connections of various sorts; and the force of his influence, good or bad, no man can measure. Therefore, I say that when you speak of 20,000 children in institutions, you do not speak of 20,000 units; rather, you speak of 20,000 units raised to the nth power. No man can calculate how far that power goes; possibly it may stretch to infinity. And for such reasons it seems to me that a problem like this is a tremendous problem. It requires more than merely scratching the surface, more than any dilettante efforts can accomplish. It is not enough to say that our methods are pretty good; in addition we must try to make them a great deal better. It requires that we try to go to the very bottom of the matter, to find what are the very elements of this problem, and then to build up some process which will be absolutely sufficient. Anything else—anything short of practical perfection—is not to be tolerated.

I think you can get some view of all this if you will look at the way the various institutions have grown; and the growth of these various institutions, whether children's hospitals or lunatic asylums, has been very much alike for a long time past. I suppose it is not a century ago when people who were unable to take care of themselves were likened very much to wild beasts. Everybody knows how, a comparatively short time ago, lunatic asylums were pest holes, were plague spots. It was just a short time ago, in the first half of this century, when it was a serious question in the minds of thoughtful people whether hospitals were a curse or a blessing, whether they were not breeding places of disease, whether from them and from the center which they made did not go out the infection that corrupted the physical world; and it is only since the introduction of the so-called Listerian system, the well known germ theory, that we have got away from that idea.

And similar things have been going on in regard to children's institutions. It is not so very long ago since children's institutions were sinks of iniquity. Children who had no relatives to take care of them were looked upon as little animals, off-scourings; anything was good enough for them. The feeling has gone on to a certain degree to this very day; and people yet, but in a modified form, think of them in much the same fashion. Even to-day, here, we have heard something that was a pale reflection of that. One of the gentlemen who spoke so eloquently and so sympathetically asked you whether you could expect a boy that had grown up, that had got a common school education, to go as a day laborer; and whether you could expect a girl that had grown up and got an education in our public schools to go as a household drudge and a servant. The implied answer to the question is a negative. But the children in the institutions are supposed to belong in a different category. Any fate is good enough for them, and they may not desire more than being drudges. This education was not good enough for our sons and daughters, but it was good enough for children in asylums, for they are supposed to be made of different and inferior stuff. I cannot believe that. It hurts me to believe that a child in an institution is not as good as my child. I believe that the bones in their bodies are the same as the bones which are in mine. Another speaker who spoke this morning said the problem was a simple one—that there was no need of differentiation in the education of children in the institutions. And that was a fine idea, that was a beautiful idea. It makes us all one; for we are simply one family. That is what I feel, and that is what I want all you people to feel deep down in your hearts. We are all one. The trouble with the whole thing is that people have been thinking we are different from those who have succeeded less well; that because a family is poor or because there is one member of the family who is vicious, all of the group are different; they have got a stain upon them; there is something wrong in their heredity.

During the various parts of this conference, there has been

more or less talk about this heredity—and here is where we come to one of the most dangerous parts of the whole problem. We talk very lightly and confidently of it, as if we knew a great deal about it. But we do not, and the ordinary person who talks very glibly about heredity is millions of miles away from the truth.

There is no such thing as a pure bred family; you cannot find it; it does not exist. Any species of animal that you take is purer in its lines of descent than any family upon which you can lay your hand. For the sake of example, let us consider how a rose grows. Let us agree that it is to be bred from American Beauty stock; and you know before the bud blooms that you will get an American Beauty rose. If you take a certain species of animals, if you take a rabbit, and breed it, and then breed from that again and again with the rabbit stock, you know that you will get a rabbit. You can tell almost exactly what color you are likely to have. But can you tell from looking at an American father and mother what the offspring is going to be? Never; you cannot do it, no matter how hard you try. The reason is this, at least these sentences will show you some of the reasons. In animals you have a very much simpler organism; and the simpler the organism, the less chance for variation. As you get higher and higher in the scale of creation, you have tremendously increased elements, with increased chances of variation. Take the lowest form of protozoa, and you know that the daughter-cells will resemble in every detail the parent-cells. There is no question of variation, for each cell is like every other cell. There is no doubt of pure breeding, for every individual is purely bred. An ascending scale presents, progressively, greater complexities. In ordinary animals that have a single habitat, a simple method of life, a single limited range of experience, no great and rapid development of variation is possible. There is no great migration, no intermarriage between different species, no liability of bringing in new elements to confuse and complicate the equation.

But the history of the whole human race is different from all this. From the very beginning, they have married and inter-

married, bred and interbred and crossbred in every way. They have had all sorts of impulses which have dragged them about from one part of the earth to the other. They have inherited faculties which existed in no other race of created beings. You have the effect of the grandparents, the ancestors, ages back, coming in to mix and confuse the whole thing, and the result, as I say, no man can possibly know. You cannot find a single family in all your acquaintance that is bred only of one stock. You cannot find a family, good or bad, that is perfectly good or perfectly bad. You cannot find a single bad family that has not had one good member; you cannot find a single good family that has not had a bad member. The question of morality is variable. There is a certain conventional line of conduct which society has called right. Modesty in this country is different from modesty in Turkey. It is a perfectly natural thing for a woman to go about here with her face bare to the world and her body covered, and in other countries, even to-day, it is the right thing to go with the face covered and the bosom bare. Which is correct? Are those women less modest than ours?

Therefore, I say, that when you come to the question of casting out children simply because they have been born of this stock and that stock, this parent or that parent, of one who may be a drunkard or may not be, or who may for some reason or other have become a criminal, you do an injustice. That is simply fundamental. It is not merely that you are degrading one child—you are degrading untold children.

And the question comes now, what are you going to do with these children who have been influenced, not by heritage—that can never be proved and it never has been proved—but who have been influenced simply and only by environment? That is the thing—the environment. As a matter of fact, what do we really do? We take these children who have had an unfortunate environment; we pack them together, we put them in huge quantities, in hundreds, two hundreds, three hundreds, even, in places where there are thousands together—we put them together and treat them in wholesale lots. We have a certain number of

teachers for them, and these children are brought up on the wholesale plan.

Now, the ordinary person as he grows up gets his valuable education not so much from the schools—the school does not by far teach him the most valuable things; he gets his education right in his own home, in his own environment. There he learns how to live. There he gets his experience in regard to demeanor, in regard to morals, in regard to a manner of thought, a manner of living. He knows what it is to have money, to make money. He sees what things cost, how things are obtained, how things are used and abused, wasted and saved. Those are the things which go to make him what he is.

What happens when he goes to an institution? He is taken care of in blocks. His food comes, he knows not whither. It is ladled out to him, just so much for each one. Each one gets a certain cup; each cup gets a certain amount of soup, which comes from some place, he does not know where. He is put to bed in lots; he is sent out to exercise in lots. His clothes are given out in lots, all of the same sort. He is simply the apotheosis of a number. He is not a human being. He is simply a walking example of a lot—a few of them would be what you call a job lot. And then you expect these children to develop, to become something praiseworthy; and we talk about the value of the kindergarten, or the value of the manual training, or general education, whereas, I think we are as far away as ever from the subject.

The question, first of all, is when you educate your child to get a real child, and keep him so, not to make a depreciated specimen of the race, a specimen that by environment is bound to be poor. The first thing to do, as a previous speaker said, is to make the education practical. That is a fine thing, but you cannot do that while you have your institutions as they are now. If you are to educate children, or to try to bring them up, or to care for them on the wholesale plan, you are not going to get the fine results, because it cannot be done. I have never yet seen it done. I

believe these little fellows and these little girls are the same as any other children; and, therefore, I want to treat them in the same way. Before you come to any of these questions, the question of boarding out or anything else, you want to recognize the first principle, and that is that they must be regarded as human beings. Now, the most important idea in the matter of education, with regard to the care of the State, or anything else, is this one thing, that it rests upon the family idea, upon the family life; and therefore I want to have these children educated as children in an ordinarily prosperous family would be educated. Instead of having a great unwieldly institution where children sleep in huge dormitories, where, instead of having ordinary homelike conditions, you have an idea of vastness, of marble tiled halls, pillared refectories, I would have plain and modest homes. The idea that I should have would be a colony consisting of small homes, each little cottage or home to be superintended or run by a cottage mother, so-called, who would have the entire charge of these children from the earliest age upward, where associations of human relationship could grow up, where there would be love, intimacy, and absolute knowledge of what these children's possibilities and dispositions are, where every child would be known intimately, where their need of affection would be looked after. In a great institution, what does any teacher know of the real, intimate life of all these little ones? How is the need of affection, the need of petting, that tremendous need, ever satisfied?

There have been a few institutions in the history of education which have shown what a really valuable thing this intimate life can be. In the last century, a man flourished for a little while in Germany. He was not a brilliant man, highly educated, or highly cultured; but he wrought great things. His name was Pestalozzi. He was a failure in the so-called commercial sense. He finally took to teaching school. He did not found the ordinary family school. He got a number of children together, and he lived with them, slept with them. When their childish tears flowed his manly sorrows went out at the same time, and when their little eyes laughed his adult eyes

rejoiced with them. He ate with them, he played with them, he took them into every nook and crevice of his life. They were children who had been gathered from all over the district in which he lived. They came to him, and after a few months they were changed, not merely in body, but in soul. He did this work and the world has to a certain extent been changed by it. He did it himself. He was tremendously successful. His success grew to such an extent that he took many assistants. He opened a large place. His place became unwieldy. His corps of assistants became too large, and the schools failed. One of his assistants was a man by the name of Froebel. He had had better conditions. He had been to the University of Jena. He was thoughtful, and he had a great big heart. He was exceedingly sympathetic. He opened a school. He adopted as far as he could the method of Pestalozzi, and he went a little bit farther. He not merely had this impulse to play with children, to work with them, to live with them, but also to try to study with them as well; and he ascertained certain things. He found that the child needed constant diversion, a constant change of things. He found that the child's abilities were different from those of mature persons, that the child's possibilities were entirely different. Upon that was founded the so-called Froebelian system, and our present methods, the Froebel tasks, are simply the external form of this inner truth, of which he had the full idea—that the child is a plastic thing. The child is going through a course of change from the moment of conception, until it becomes crystallized in its adult form; and at no earlier time can you say there is any one definite condition. Now, where you have a great institution, with hundreds or thousands of children, how is it possible to know the condition of every child? The human mind that can keep track of that does not exist. There is only one way of bringing up children, and that is the family way, and as soon as we recognize that and get down to the question of taking care of these orphan children or these cast-off children, or these second-hand children—whatever you wish to call them—in the way we take care of our own children, then we will get down

to the question of the proper curriculum for children's institutions.

Therefore, I say, divide these great institutions up, put them into the country in colonies and cottages. Have the children growing up just the same as you would have children in your own household. This plan can be worked out with ease, with no increased cost, with no interference with any sectarian idea which people may have, with no interference with ordinary beliefs and convictions. Let these children grow up as other children grow up, as our children grow up. Let them have the little peculiarities which come from their environment. Let them go out to the village school just as other children do. Let them be dressed in just the same fashion that our children are dressed—the same careful, simple fashion, instead of having them all in the same blouses or knickerbockers, drilled off to school before the admiring gaze of all the passers by, ticketed, placarded as so many outcasts, second-hand specimens. They are not second-hand, they are as much first hand as any power can ever make them. And there is a possibility in such a view of doing great good. It is the right way, I believe, and I believe if it is thought over, every one can see immediately how utterly human it is. I believe that it is better than any other thing that I know of. As much as truth is better than falsehood; as much as beauty is better than ugliness; as much as honesty and openness are better than secretiveness and dishonesty, so much is this idea of treating children as human beings better than any process that we have had of treating them as outcasts and pariahs.

Mr. William Crane:

The solution of the problem of charity lies in developing the objects of charity from a passive receptivity to a state of active self-helpfulness—from uselessness to usefulness.

It is a melancholy,but nevertheless admitted, fact that the world is full of useless people. Most of these are "Micawbers," "waiting for something to turn up." The evidence of this is all around us. The papers, every day, contain harrowing tales of

suicides, hangings, and lynchings. Pessimists say that this has always been thus, and will therefore always be thus. I believe with Newell Dwight Hillis, that "All can be well, and therefore shall be well."

The purpose of this paper is to prove that this optimistic view is capable of realization; that the large number of persons who are seeking, not for a certain something to do, but for anything to do, are out of employment, because of their inability (due to want of training), to express themselves, not orally, but manually; that all persons are capable of being trained to express themselves orally and manually; that they may, among the vast undeveloped resources of this big world, find plenty to do—plenty that will be not only useful, but that is actually waiting to be done; and that the realization of Dr. Hillis's idea lies in manual training, accepted and worked out in its broadest meaning.

In order to prove this, it will be necessary to show that the commonly-held idea of manual training is almost entirely an error. With the usual conception of manual training in mind, it is not at all wonderful that the public refuses to support largely, with money, what are called manual training schools.

The commonly-held idea of a manual training school is that it is an institution where the public pays for the apprenticeship of a young man or a young woman, a purely private matter paid for by public money. I do not blame a public, holding such an idea, for refusing to support largely such a school.

I hope, in this paper, to show that such an idea is entirely wrong, and that the public, when it shall come to understand the true idea of the term "manual training," will gladly rally to the support of the idea with money and with influence, and manual training will be given a more prominent place in the curriculum of juvenile institutions.

A brief explanation of the relation of manual training to mind-expression will lead us to the correct idea of the term.

The human mind is capable of two things or acts—understanding and expressing, or of receiving ideas and of giving ideas. An idea simply received into the mind or simply created there, and not expressed, is of no value to any one except the person receiving or thinking it. Those ideas only have been of value to

the human race that have found lingual or manual expression. It is evident that, without expression, we should have no great literary works, no great works of architecture, nor of sculpture, nor of music, nor of painting. Thus art had never been born, and we should live with men all around us as much alone as was Robinson Crusoe on his island.

But to explain understanding or impression and expression.

The mind has six ways of understanding or of receiving impressions—through the five senses of seeing, hearing, tasting, smelling, and feeling, and the sense of temperature. All we know, or think, or feel, must necessarily come through these channels. They are Creation's ways of placing us in contact with the material world around us. Without them we should be worse than blind, deaf, and dumb. We should have no knowledge whatever, not only of the world around us, but of the fact that there is one.

Thus, we are wisely placed, by means of these so-called senses, in connection with the material world around us. They are the adjustments between mind and matter; the railways of supply, leading from the world into the union depot of the mind. Through them we understand, we receive impressions.

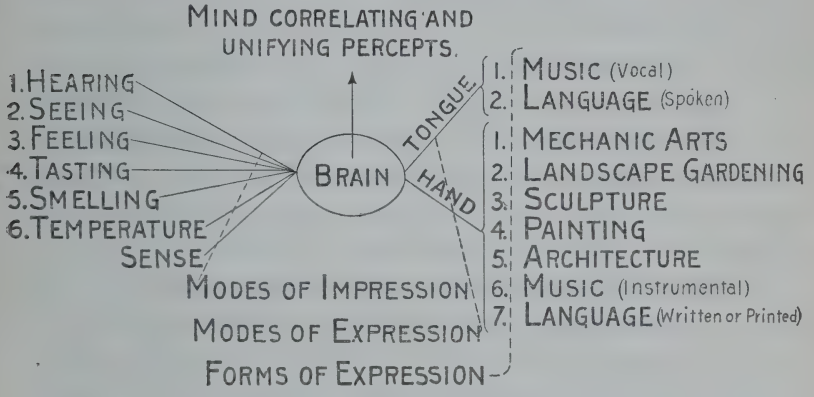
But Nature has not thus gifted us in the matter of expression. She has given us but two channels of expression—the tongue and the hand. Except some emotions, such as of anger and of sorrow, that may be expressed by means of the countenance, we can put out or express what the senses bring by the tongue and the hand only. Unfortunately, civilization has undertrained the latter and overtrained the former.

The forms of expression by these two channels are seven in number, ranging in order from lowest to highest as follows:

1. Mechanic arts.
2. Landscape gardening.
3. Sculpture.
4. Painting.
5. Architecture.
6. Music.
7. Language.

In these different forms of expression, the blacksmith expresses himself with his hammer and anvil; the carpenter, with his saw and other tools; the sculptor, with his mallet and chisel; the painter, with his brush and paints; the architect, with his draughting tools; the musician, with voice or instrument; and the speaker, writer, or singer with voice or pen.

CHART SHOWING THE RELATION OF MANUAL TRAINING TO LIFE.



FROM THIS CHART IT APPEARS PLAIN THAT THE TRAINING OF THE HAND IS INFINITELY MORE IMPORTANT THAN THE TRAINING OF THE TONGUE:

for it will be noticed that, of the seven forms of expression that I have mentioned, only the sixth and seventh, music and language, can be expressed by means of the tongue, while all the others, and these two also in part, can be expressed with the hand; so that, it seems, manual training, or the training of expression by the hand, is of vastly more importance than that of the tongue. It will also be seen that a deaf and dumb man, who has been trained to the highest manual expression, would, despite his want of one of the two channels of expression, be to the world a much more valuable man than another man, gifted with both channels of expression, but trained in lingual expression only; for the deaf and dumb man could express himself to the world in all the forms of expression known to man, while the lingually trained man could usefully express himself in two only of the seven forms; and in part, only, in these; for he would be excluded from instru-

mental music, and from writing or printing language. The deaf and dumb man would be a creature of the highest possible civilization, living in a palace, decorated with sculpture and painting, while the other would be only a vaporing creature, living in caves and subsisting on what Nature furnished him.

Thus, we have somewhat overrated lingual training, and underrated manual training—doubtless because we have been accustomed to circumscribe too much the meaning of the word "manual training." And so it seems that we should reconstruct our idea of manual training, and give its proper place in our school curricula; for it must be evident that the great majority of our ideas find expression manually, and not lingually; the tongue being able to give expression to those ideas only that are immaterial, while the hand may give expression to these, and must give expression to all the other forms of expression; for of course the hand, and not the tongue, must express our thoughts in matter, and in those things having extension.

So there seems to be a necessity for manual training in all that the word implies, for thoughts or ideas are utterly worthless to the world unless they are expressed in some way or other. "Mute, inglorious Miltons" may be a matter of poetic pity, but they are not pleasant to have around; we generally class them as dyspeptics.

I would define manual training as—the cultivation of the hand so that it may be able to express the ideas of the mind; to serve as an adjustment between mind and matter; to be the complement of the mind in man's struggle for the control of his environment.

So again I say that manual training is a much broader subject than it is commonly supposed to be.

The mightiest word in any language is that word which expresses the idea of love. This word, in its full meaning, embraces all that is, all that will be. It expresses all that is good in all creeds and all systems of philosophy. We understand this word just in proportion to the growth of our higher selves. It will be the goal of all human effort.

The word next in importance is the word purpose—the word whose rational use will lead to the sociological goal implied in the word love. Nearly all human effort has been wasted because it has not been directed by a clearly defined, rational purpose. Purposeless effort attains a desired end by accident only; effort directed by a well-defined purpose goes straight to the desired goal. Want of purpose is the most prevalent and dangerous of human faults. Its presence shows advanced civilization; its absence shows a want of civilization. Purposeless effort is like shutting one's eyes when about to shoot. One is as likely to hit the target in the one case as in the other.

Now manual training, in the narrow acceptance of the term, has had a wrong purpose—the purpose of a school of apprenticeship. It is this purpose that needs reformation—a reformation in accordance with the broader and truer meaning of the term. The purpose of manual training should be to train the hand to express the mind, not in one trade or line of work, but to express whatever the mind of the person trained is capable of thinking or conceiving; in short, to be the complement of the mind.

With this purpose in view, it becomes necessary to reconstruct, to some extent, our general ideas of school work. It will be seen that we have been training the mind and tongue, and not the mind, tongue, and hand. The extent to which we have trained the hand has stopped at writing, or the expression, by signs, of language, and some little expression of material forms by drawing. In fact, we have been training "walled-up" minds, and then locking up the ideas we have trained by neglecting to train the only organ by which they can ever get out to the world. We have been making Æneid-less Virgils, St. Peter-less Angelos, sculptureless sculptors and poemless poets, "mute, inglorious Miltons," and "village Hampdens," who do not even "withstand the little tyrants of their fields." I think that much of the unrest of people comes from the feeling of general uselessness—a feeling that "I am not doing any good for myself or for the world." We feel within us a something struggling for

expression, and we can not "put ourselves out" in forms of matter representing those in the brain. And yet—

"There's the marble, there's the chisel,
Take them, work them to thy will:"

The poem goes on to say—

"Thou alone canst shape thy future:"

No, no, little child in school! Thou alone canst not shape thy future. Thou must have training; not only mind-training, nor only tongue-training, but also hand-training, or the marble will lie there forever in its shapeless form for all of thee.

I take it that the public pays money for the support of schools in order that the mind-training given the child may afterward be expressed by the child in a form useful to society and to the child itself. I wonder what per cent of the money thus expended has ever come back in such expression? Alas! much of it comes back in the expression of crime, and we then try to reform, in our prisons and State reformatories, what should never have been—what would never have been if we had a correct purpose in the beginning of the education of these poor criminals, who to speak the truth, are simply the "bread we cast upon the waters returning to us again." That these men took articles of worth that were some one else's manual expression is evidence that they desired these things, but had not been manually trained to express their desire in material form, and the only thing left to do was to take what some one else had manually expressed. How much cheaper would the training of manual expression be than stealing and its attendant punishment! One simple question will make this point clear. Would a boy steal another boy's top if he had been provided with tools and had been trained to make one? Would he not have found pleasure and good future tendency in the very making of one for himself?

Again I say that we have been "walling-up" the minds and thoughts of our children in our public schools, because our purpose has been all wrong.

At this stage, it will naturally be asked, What shall we do about it? How, then, shall we conduct our schools to attain a symmetrical development of understanding or impression, and its corresponding expression by tongue and hand?

The purpose that I have mentioned will largely point the way, and must, at the same time, to a great degree, reconstruct our plan of educational work.

First, when we realize that the mind-training part of our problem is going on from birth to the period of entrance into active life, we must expect to guide the training of mind and hand, not from the age of six years to the end of college life, but from a much earlier period to the end of college life.

The right kind of kindergarten is the most perfect "all-round" training school in the world. It trains, by wisely guided practice, first, the five senses in the receiving of correct impressions; second, the ideas and forms thus taken in are at once expressed by both tongue and hand. Go into a good kindergarten, and see the "things of beauty" made by infants there; creations of paper as expressions of impressions of form and color and beauty entirely impossible to our manly and womanly "all-thumb" fingers. The ideal kindergarten is an ideal school of complete impression and complete expression—an ideal school of civilization, beside which our grade schools and our high schools are Hottentot universities.

Hand in hand should go the development of understanding and expression from birth onward; and this double training should not stop, as it does stop, at the first grade, at the age of six. Why do we then stop the development of expression by the hand except in writing and a little drawing? That is, stop almost all expression, and go to "walling-up" a so-called trained mind away from its environment by allowing the hand to grow up "all thumbs," when the child with the "trained mind" must, by this very hand, work out, or not work out, the divine conceptions of his mind? I must confess that this is inconceivable to me.

Second, between the kindergarten and the end of his grade-school life, there should be no change of front, but the double

work of correlative impression and expression should go on, hand in hand, a just proportion of thought and its expression orally and manually. That amount only of thought should be given that can be properly expressed by its proper mode of expression; for when the child is grown up, his worth to himself and to the world will be proportioned to his expression, while the excess of unexpressed proper thought will be dead matter to clog his brain or class him as a dyspeptic.

Third. If we would carry out our purpose of hand in hand mind and expression training, we must not stop manual training between the end of the kindergarten work and the sixth or seventh grade, where it is usually resumed.

Nor must we put our manual training school in a building at one end of the city and the mind training school in a building at the other end of the city. Nor must we simply put them in the same building, nor simply in the same room of the same building; but in the same class, in the same lesson, in the same moment; hand in hand must go mind training and manual training, or impression and its corresponding expression.

Fourth. We must make the high school and the college places where we shall turn aside from general mind training and general expression training, and make them schools where we shall prepare our youth to understand and to express that aim of life that shall be their life-expression.

Fifth. Above all, we must understand the full meaning of the term mind-training and its correlative terms, lingual training and manual training.

And what shall be the results?

First. Interest, interest—the same as we see in the kindergarten, where every moment is a joy to the children; where they are not only thinking, but doing, not only receiving impressions, but giving expression to these impressions.

In the matter of interest, life has three stages: The kindergarten stage, where we do both processes, and are interested; the school-proper stage, where we are only impressed (sometimes), and where we are not interested; and the stage of active life, where we again begin to express, and where we are again

interested. The failures in life are those who never get out of the second stage into the third.

Second. The next result will be the discovery of our life adaptability. By constant expression, lingually and manually, we discover our adaptability by the time we are fourteen, and thus are able to fit into our proper cog in the social machine. As it is at present, we fail to find our expressional adaptability until we have made a mistake in life by a wrong choice; and then it is too late to find the right line of life and fit ourselves for it. Many young men who graduate at the head of their classes in college, where, too often, mind-power only is trained, and who fail in putting out their mind-power into its proper expression among the people, are of this class. The writer of this paper knows a young man who graduated at the head of a class of about sixty in a great Ohio medical college, and who, in two or three years, quit practicing simply because he could not put out or express his mind training to his people. This thought so preyed upon his mind that he became insane, and at last accounts was confined in a mad-house. Had this young man been properly trained manually, according to the meaning of the word as given in this paper, he would now occupy a place suited to his fine mental power. But he discovered his want of proper training too late. He had a "walled-up mind;" and the world is full of the same kind of "walled-up" minds.

Third. The feeling of strong mental power but of expressional helplessness that oppresses our young men who leave school and start out into active life would vanish, and a sense of usefulness would take its place. It is not, to-day, so much a want of place as a want of specific usefulness that keeps so many men out of "jobs."

Fourth. The great question of "life-tendency" would be solved; for we get a bad tendency of life only when we are not interested in what is good. And how can we be interested in what is good when our schools permit us only to think what is good, and not to do what is good?

A young man or woman will find in his or her work the same

joy as does a child in the kindergarten, if treated in the same rational way as is the kindergarten child.

Fifth. Such manual training will result in the almost complete cessation of crime; for it will replace evil tendency with good tendency—the tendency resulting from a feeling of active usefulness to one's self and to society.

Sixth. Manual training, as I have defined it, will result in the development of the understanding and expressing man.

Seventh. With this kind of manual training, how the world would blossom! What farms, what shops, what factories, what edifices, what music, what poetry, what men, what women, what happiness, should we have, if we were allowed in childhood to be rational doers!

What must we do to accomplish these noble ends?

First. We must get rid of the old idea of manual training, and replace it with the true and broader idea. The result will be a hearty co-operation of the general public; for it is safe to say that the public, when it understands a good thing, always does that thing. The opposition to the kindergarten comes from those only who are unfamiliar with the purpose and workings of the kindergarten.

Second. We must begin with the children lower down. That a child should begin his education at the age of six is simply a tradition resulting from long custom.

Third. We must allow no break in manual training between the close of kindergarten work and the sixth or seventh year, as is now the custom.

Fourth. We must "even up" thought and expression in the first, second, third, fourth, fifth and sixth grades, and the pupils will love school as do the kindergarten children their kindergarten.

Fifth. We must have more purpose in our work, and less "trust-in-God" shooting of ideas, as I may well call it.

Sixth. We must stop "walling-up" minds.

Lastly. Accidental, or at least individual, manual training has made the world what it is; what will purposeful and universal manual training do?

Our children will have new ideas of usefulness and of social relation.

We shall develop citizenship, and knowledge of the value of the State to the citizen, and of the value of the citizen to the State.

We know that all great men, as Homer, Milton, Scott, Alexander the Great, Napoleon, Angelo, Christopher Wren, Edison and all the others, have been great men not simply because they could think great thoughts, but because they could think and also express great thoughts.

Every man's value to society is exactly proportioned, not to his thinking power, but to his expressional power; lingual and manual training, of the kind I have described, will bring every child to his highest power of expression, and thus to his true value to himself and to society.

And so I believe that the object of the charity school should be to help the child to discover what his environment has never taught him—the possibility of his usefulness; and this can be done by putting him in touch with his environment by means of manual training.

Mr. Barnard:

Mr. Chairman, Ladies and Gentlemen: You probably are familiar with the incident that has gone the rounds of the papers a good many times concerning a temperance orator who carried with him always a companion, and when some one asked why the companion was usually under the influence of liquor he said, "I want him for a fearful example," and it occurred to me that perhaps my name had been placed on the program and I had been asked to speak because there was needed a frightful example. I do not know but I am a frightful example in one or two directions, but I will say that I am not going to talk more than fifteen minutes. If it be true, as has been stated here, that the officials of institutions who tell stories of the ill-treatment of children sent to homes are thereby confessing their incompetency, and if it be also true that the design of those who

have to do with institutions is simply to fill up their respective houses in order to make money out of the city, then, of course, they are to a certain extent criminals, and in that certain sense I, as having to do with one of the charitable institutions of the city, am a terrible example. I cannot, however, feel it is possible that the directors of these various institutions are wholly given over to the mere mercenary spirit, and I am very sure that those who know of the services rendered by the presidents and directors of charitable societies will agree with me in the statement that no more unselfish service is rendered in this city than is rendered by those authorities. Take the President of the Catholic Protectory, the President of the Juvenile Asylum, to whom you listened last evening, and if you knew the time they give to the institutions in which they are interested, and how they even neglect their own business, I am sure you would say that some of the strictures which occasionally appear concerning these directors and managers are not fair, they are not just; they are hardly what we might call in the spirit of American fairness. When it is known that ladies connected with some of the institutions, and one I have in mind, to which the managers go sixty times a month, at some considerable cost of time and inconvenience, they certainly deserve praise, and they ought not to rest under the suspicion that is so often spread abroad concerning the motives of people doing charitable work in an institution. When I listened last night to the statements that the trustees ought to put their hands in their own pockets first, before asking the public to do so, and I knew of people who are doing that thing very deeply indeed, I felt the impression ought not to go abroad that they were willing to tell others what to do but not willing to do themselves. I might mention the name of one who is well known in this community, not only for his private benevolence, but for his public spirit, who puts his hand into his pockets at the rate of hundreds of thousands of dollars for the benefit of the unfortunates of the city and the benefit also of the citizens. To be a little more personal, if I may be allowed, when the institution with which I am connected

found itself, with an indebtedness of $100,000 he, anxious to rid it of that, put his hand in his pocket and gave us $50,000, and I know of another who put his hand in his pocket to the extent of $1,000, and influenced a friend to the extent of $25,000. I think these people ought to have the meed of praise that is due them, and as I am not a director, I feel that I am free to give it. When one knows of the self-sacrifice that is rendered by so many in connection with charitable institutions, for which they get nothing in the way of money, then I feel there should be a halt called in the indiscriminate abuse heard concerning those engaged in charitable work. I mention the Brothers and Sisters of the Catholic Church, for I never meet one of them on the street that I do not feel I ought to lift my hat for their unselfish devotion to the children and others under their control and direction. I want to still further say a word concerning the result of these attacks that are so common nowadays.

A gentleman who is a very large giver in various directions said to me the other day: "The result of this thing will be, if it is continued, that I and others like me will simply withdraw from any active participation in these various societies. We do not care to have our motives aspersed; we do not care to have our efforts minimized and to give our money at the same time, and the result will be a general apathy concerning the private charitable societies and institutions of this city." Therefore I feel, dear friends, that it is not out of place on this platform and in this connection just to throw out this warning. There is not so very much I believe of a spirit in any direction of reputable charitable work, prompting institutions to get money, that they may thereby hoard it. But there came to my ears a while ago—as I heard it myself, I do not take it second hand—a statement that institutions were filled up in order to make money. I said: "What in the world does my board of trustees want of the money? Are they to be benefited? Is it for their special comfort that the money is to be had? Is it that they may be glorified in any way?" I think the same may be said of all the boards of the reputable

charitable institutions of the city. Therefore I feel it is due at the hands of those who are not officially connected with these boards to just make the suggestion of being ordinarily, at least, fair, towards these people and towards the motive which actuates them in giving their time without stint, I may say, almost their money without limit, that these little ones and the larger ones in whom they are interested may be made comfortable, may be made good citizens, may be fitted for their life work.

Now, we come more particularly to the topic upon which I was asked to speak. I would like to say, however, in commencement, that perhaps there is not anyone connected with the charitable institutions that does not agree with Dr. Oppenheimer concerning the matter of the home surroundings and the dividing up of large institutions into small ones. But we have not that condition.

We have the condition of large institutions, a lot of children together, and I take it the question now is, how shall we take care of these children in the matter of education? What I may have to say on this matter I would like to suggest is not in the line of the technical definition, but on the ordinary accepted term of education.

Mrs. Winterburn:

Society, which protects its members and makes it possible for them to dwell together in unity, is the oppressor of individual life. It calls for a perpetual expenditure of energy; and feeling this, looking about for some place in which to recruit his exhausted forces, man conceived the idea of erecting a little bulwark against the outside world, in which might be developed those impulses and emotions upon which his happiness as an individual depends. This is the origin of the Home. It was first of all a refuge, a defense against hostile powers, whether they came as armed foes to assail life and property, or as thievish guests to carry off what was dearer still to the owner, wife and children. Protection against the elements and against the rapacity of his kind is a precaution man exercises in his lowest condi-

tion. When he can only think of *things* as valuable, he guards things, building, as the Saxons did, his mud huts, with thatch of reeds and straw, surrounded by the great outer wall as fortification, and thinking himself happy if no seizure is made of his rude furniture, his armor, and his metal drinking vessels. As he becomes more refined, he has more property to guard, silver and gold, tapestries, jewels; after awhile, books and statuary and paintings. His defense now becomes more complex; he employs other men to watch his possessions, and constructs banks to hold what is most precious, and contrives cunning locks of which no one knows the secret but himself. The more his wealth accumulates, the more his anxiety and watchfulness increase, until finally, man in the acme of his pride, shining with the fine luster of modern civilization, is a being whose energies have through long concentration been perfected in the two arts of acquisition and defense.

Occasionally, during this gradual progress, a view of life less material and more intellectually satisfying, has put forth its claim, and influencing men through their religious sense, has wrought in them some carefulness for possessions of a different nature. The Roman tended his sacred hearth-fire for fear lest, in dying out, the good spirit that watched over his home should take flight with it. The Norman knight cherished chivalrous qualities which his armor symbolized, and the Hebrew, alienated from country and native clime, buries in the innermost recesses of his household to this day that tenacious atmosphere of clannishness whose breath keeps alive his dignity and courage.

There has always been then a flickering sense of the true and higher uses of Home. Beneath its outer aspect, as a citadel to hold property, is the gentle suggestion of a refuge for man's personality, a retreat where the qualities that are buffeted and injured by the world can hide away to grow strong again. Here may expand man's religious aspirations, his affections, his intellectual tastes, and every mood and impulse express itself without hindrance. In its perfection the ideal home is a place where a complete and beautiful selfhood can freely unfold.

But this ideal, buried away down in our hearts beneath the hurrying activities of our objective life, is so overlaid by the pressing cares of each hour that with most of us it has grown even weaker than it was in the minds of our barbarian ancestors, who were grosser in satisfying their tastes, but who had more leisure than we seem to have to aspire to better things. It is strange what hold an ideal can retain upon us even when we are working away from it unconsciously all the time. The true, the good and the beautiful survive in the soul long after the body has worn out in pursuit of what is poor and base. So, even while we are neglectful of our highest function, there is in the inmost heart of us all some revered vision of Home. And we know that circumstances do not create the thing we love, that wealth cannot buy it, nor is it denied to the man so poor as to command little more than a door to close against unsympathetic observers. Leisure to enjoy, freshness of mind to think, and bravery of soul to assert individual beliefs, are the essential conditions to all high living. Few of us can live altogether upon the heights, but without glimpses of the hills, the valley of our daily labor becomes indeed the valley of despair. The usage of three score years cannot quite kill in men and women their keen instinct for an atmosphere congenial to their souls. How exigent then is this want in childhood before heart-hunger has been stifled by the satiation of lower instincts!

I differ decidedly from that apostle of the pedagogical school, Prof. Stanly Hall, and others who assert that children are for a certain period irreclaimable little savages; that they must grovel through the brute stage, quarrelling and fighting in order to arrive at the consummate state of considerate manhood. The centuries of culture and of organized effort that lie behind us have been to little purpose if the babies of even the poorest class among us are not born with tendencies of a better kind than the young Fijian. I believe that they are born with a latent capacity for appreciation of those things which make life worth living, but the brutalizing influences that surround them from birth, that horrible environment which Jacob A. Riis has described for the

shuddering, withdrawing upper half of the world, crush out this capacity very soon, and to the mite of the slum the world presents itself by the time he is able to toddle to the gutter to play as a great bull fight, where force, force, and yet more force is the single factor he is to fear and shun.

And now, blessed be the kindness of those humanitarians who descend upon the mites thus threatened with moral destruction in the center of a family and friends little higher than the brutes, and bear him away to an institution where cleanliness, godliness, and industrial education shall elevate him to self-respecting, self-supporting manhood. Here he is taught that force is not as he imagined, a wild bull, but an orderly giant of regular habits, whom he is to submit himself to without question or stipulation as to his ultimate destiny. I do not refer here to the instances known of abuses of the great authority vested in the governors of our city institutions for children. That they are many and awful, few of us can doubt who have witnessed the discipline inflicted by irate mothers upon little ones they profess to love. How severe can be the punishment wrought upon troublesome children by rulers unrestrained by sentiments of affection has been ascertained now and then by investigators. In this enlightened community our institutions profess to practise humane systems of discipline, and let us hope that they carry out their profession. But I wish to dwell a little upon the idea that even that uniform justice which is the aim of the best rulers, may be made terrible when it is unaccompanied by the element of personal affection and forgiveness which is present to some degree even in the least ideal relations of parent and child. Children are emotional; life is to them full of sentiment, and the unmitigated routine of institutional life conducted by the rule of military drill makes of it to them a serious and painful thing. To rise to the music of a gong, don a uniform, march to the dining hall, and drop into their seats with automatic precision is a duty which for them prepares subsequent mechanical performances. In droves they move through the day's work; self-repressed, and perpetually alert to keep up the appearance of

order and subordination which is enjoined upon them as the ideal of good conduct. "Eat, work, and play nicely, for the eye of the world is upon you," is their decalogue. Even night brings no repose from the glare of publicity. The dormitory, with its rows of neat cots, is daily inspected by admiring visitors; the very play rooms must always be in trim to rush upon the witness stand at call. The children cease to belong in any sense to themselves, when they enter homes provided by their country's benevolence. Henceforth they belong to the nation. They are fed, clothed, housed, and trained to prevent a great evil coming upon us through the growing up of thousands of vagabonds. Society protects itself. It spends great sums of money and exercises extreme vigilance that the moral and physical welfare of its charges may be secured. Its aim is to rear law-abiding citizens. If in the process one small and insignificant prerogative of childhood is crushed, what then? They are surely justified in echoing to any complainants the cry of Carlyle: "Fool, who promised you happiness?"

And yet without happiness in childhood the world holds nothing but the ceaseless grind of competitive labor. Struggle without rest that what may come? That they may like poor old Betty Higden, urging her palsied limbs to renewed effort, "keep off the deadness," the uselessness that would return them to the nation as wards of its charity. Not a very bright conception of life when the native power is not hope for the accomplishment of the best thing we have known or dreamed of in the fresh enthusiasm of youth; but fear and desperate provision against a repeating of the experience of our childhood.

From the germ of enthusiasm, of belief in the possibility of happiness, which is born anew in each mortal, grows up every progressive movement the world knows. It would be a very dead level if we did not all have a glimpse now and then, of something lovelier than every day contains for us. And yet to this sterility we condemn the thousands of children belonging to our city institutions. It is not that we neglect any of their bodily needs; not that we leave unprovided for the useful faculties of their

minds. Latterly, even the play-instinct is considered, and our poor little waifs find their weary way brightened by a course in the Kindergarten. Yet, in all this, our processes are converging to one end, we are training members of the community for the sake of the community. We are leaving out the one factor that is essential to personal happiness. Let us be honest then. Let us no longer name the beautiful edifices standing as monuments to our humanity, homes—but prisons.

I am not willing to be called, as I am sometimes, an idealist. I claim to be practical, and to advocate no plan of living either for myself or others, which it is not possible to carry out. But there are others, wiser than I, able and willing to devise plans for what we are here to consider. All I may do is to offer one or two suggestions from the point of view of the welfare of the child, as I think he would offer them himself, could he voice his vague desires.

The deepest need of the childish soul is for motherhood. When everything else that good sense can suggest has been effected, and the little one lays his head at night upon his pillow, what policeman making his rounds in the dormitory of one of our institutions could hear the entreaty that is nightly murmured in my ear by my tiny daughter, "Mamma, tell me something pretty to dream of?"

In all the space broken up into eating rooms, sleeping rooms, visitors' parlors, and class rooms, where is there one little nook given over to the needs of the child's individual life? Where the one spot endeared to him by association with a gentle motherly presence and confidences from heart to heart? Everything done in our great homes is done by the wholesale, and for the masses. Could one woman "mother" fifteen hundred children, or two hundred? It is appalling to think of the single motherly duty that falls upon the matrons of an institution; that of administration of punishment. "We are not allowed to administer corporal punishment to the children," a teacher told me confidentially, in one of the most humanely-governed institutions I have visited, "that is all done by the matron."

Dread minister of justice! As much to be loved as a ducking chair or a whipping post. And yet, she is all these children know of motherhood. There are so many of them. They must be governed by rigid rules. There is no opportunity to consider individual needs or to pander to sentiment.

Then it is best to do away with this objection by breaking up these great crowds of young human beings into groups, where they shall not be treated as parts of a machine, but as living, breathing children, with natures as diverse as are those in our own families. The cottage system should supplant the idea of a vast institution sheltering thousands. And to every cottage should go not more than a score of children, to be cared for by some woman chosen for her womanly qualities, and not wholly from her capacity to maintain government over the little ones whose faults and foibles society is perpetually and anxiously considering, seldom bestowing a thought upon their latent virtues.

Within the limited space of our great city it is hard to find room for our children to exist even crowded together; manifestly impossible to expand to the extent of building houses for them to dwell in, with only a few inmates to each house. But although the city of New York is narrow, the country is wide. Let us go outside, and environ our noisy, stirring metropolis, with a network of little cottages that shall be real children's homes, well arranged, humanely governed, and with one room in each home that may deserve the name of living-room. Perhaps this is an ideal, but suppose we built as an experiment one little home built as a wise father would erect a house for a large family. With garden and lawn, ample porches, and in the center a great square hall containing that most sacred possession of home from time immemorial, a fireplace brightened on cool nights by the hearth fire. Here, each evening might see the motherly supervisor of her family of little waifs, spending with them that happy twilight hour whose blessed influence would assuredly spread through the other twenty-three. Nay, throughout all their after lives. For the memory of the beautiful hours of our childhood are the oases of many hard and barren periods. And we are not

unpractical when we contrive for the development of the finer and higher part of child nature with as much zeal as we provide for its health and mental education. "The sense of the beautiful is what makes a man worthy of his name;" the sense of affection is what inspires him to any worthy effort; everything then that helps to develop these feelings within him is more important than even that education which teaches him to earn his bread.

Thursday Afternoon, May 10th, 3 o'clock.

HON. CHARLES S. FAIRCHILD, PRESIDING.

VII. DIVISION OF WORK BETWEEN CITY INSTITUTIONS, PRIVATE INSTITUTIONS RECEIVING CITY AID, AND CHARITIES SUPPORTED BY PRIVATE BENEVOLENCE—LIMITATIONS OF MUNICIPAL AID TO PRIVATE CHARITIES.

Dr. Frederick R. Sturgis, Mr. F. Delano Weekes, Secretary of the Society of the Lying-in Hospital; Rev. D. J. McMahon, D. D., Supervisor of Catholic Charities, Archdiocese of New York; Mr. Edward T. Devine, General Secretary of the Charity Organization Society of the city of New York.

Dr. Sturgis:

Mr. President and Members of the Conference.—In ancient times the Roman gladiator as he stepped into the arena saluted the imperial box with the cry "Hail Caesar, Imperator. He who is about to die salutes you." And it is with much the same cry in my heart, if not upon my lips, that I face you this afternoon to advocate views which I cannot hope will escape adverse criticism, may perhaps be met with absolute disapproval.

The two questions which I have the honor to discuss with you this afternoon are first, "What division of work should obtain between city institutions, private institutions receiving city aid, and charities supported by private benevolence," and second, "What are the limitations of municipal aid to private charities?" The second question is a corollary of the first, the answer to the first question replying to the second on the list; and, as regards the first proposition, I state it as my opinion that there should be no division of work whatever between city institutions and private charities supported by private benevolence, or private institutions receiving city aid.

The functions of the public and private charitable institutions are entirely separate and distinct and they cannot be merged into

each other, nor can one supplement the other without producing the "confusion worse confounded" which not only exists in the charitable system of New York city, but makes it one of the most expensive and worst conducted of its kind in the country.

There is another reason why, in my opinion, it is unwise to mingle the two together—it is bad for the city official and it is bad for the general public. The moment the city official understands that there is a body ready to condone his derelictions and to do his work for him that moment the said official becomes lax in his duties, careless in the proper performance of his obligations, and the public, seeing its officials neglecting their duties, work half done or poorly done, entertains a feeling of contempt for its official whom it deems either incompetent or dishonest; and instead of adopting the principle that the official shall earn his salary, it tries to do the work itself, as the shortest and quickest way of getting rid of the business. The consequence is the work is more expensive than it otherwise would be and is poorly done at that.

Let us for a moment see what the charitable institutions, public and private, cost in New York city. Most of the figures which I shall lay before you are taken from official sources, and by "official" I mean city official and not charity official, and I take it for granted you will all be willing to accept facts and figures furnished by our present comptroller who has taken a keen interest in this work, and who I believe, while first doubting statements which were made in his presence before he became comptroller, has, from investigations of his own, come to the conclusion that the statements made then and subsequently have not been exaggerated.

He says "the city of New York gives annually to public charity more than $5,000,000 and contributes indirectly $2,000,000 more * * * . Of this expenditure more than $3,000,000 is paid to private institutions and societies over which the city authorities have no control or supervision. The payments are made in compliance with acts of the State Legislature." (Coler. Pop. Sci. Mon. June, '99.) Out of this $5,000,000 which is indirectly given

to public charities the Department of Public Charities, our municipal charitable department received as appropriations for the year 1899 the sum of $1,941,215. "The balance of the $5,000,000 appropriated annually for the same general purpose is divided among more than two hundred societies and institutions, managed by corporations or private individuals. In theory none of these private institutions is supported by the city, the municipality merely paying to them a fixed sum which is supposed to be supplemented by private donations. In reality, not one of them could exist six months without the money received from the public treasury." (Coler. op. cit.)

That this amount of $5,000,000 is large, I think we will all admit, even the most rabid advocates for the support of private charity at public expense; but it is not all. "These direct appropriations of money do not represent all the city's contributions to the cause of charity. The property of all the charitable institutions and societies is exempt from taxation and from assessments for public improvements. The tax commissioners report that the assessed value of the property of such organizations is $70,781,990. At the present rate of taxation this means a loss to the city of more than $1,400,000 a year. The assessments upon the same property for public improvements exceed $100,000 a year which is paid by the city." (Coler. op. cit.)

I think it is hardly necessary that I should comment upon these figures, and I bring them forward here simply to show you what I suppose few of you know, or knowing realize—how much it costs all of us to support the poor. While I should be the last one to grudge money which I believed to be necessary for this purpose, I vehemently protest against what I do not hesitate to stigmatize as the robbery of the taxpayer under the guise of charity. For I am perfectly satisfied that many of these institutions which receive public money could be swept away with no detriment whatever to the sick poor and with a decided advantage to all concerned.

Now let us for a moment see what the relative cost of caring for the poor amounts to by figures taken from the budget for

'99. Remember these figures are from the same authority, the comptroller, your first financial officer, and he tells us that "the city will pay for '99 for public education, $13,040,052; for police, $11,797,596; for the fire department, $4,443,664; for the health department, $1,110,538; for lighting, $2,000,000; for water, $1,450,817; for cleaning the streets, $4,575,800; for parks, $1,729,235; for paving and repaving streets, $2,520,099; and for charity, direct and indirect, $7,000,000." (Coler. op. cit.) Charity, therefore, while it covereth a multitude of sins—or is reputed so to do—also costs a great deal. It is the third largest item on the list of your public expenditures; it is a little more than half of what you pay for public education. It is $4,797,596 less than you pay for police protection to life and property, but it is more than you pay for everything else which enters into the comfort and safety of a well administered municipality. And while you reflect upon these figures and say that perhaps this expenditure is necessary, do not forget this one point—of this amount about five-sevenths is practically a gift; only two-sevenths is devoted to its legitimate purpose—the municipal and public care of the sick poor and the city vagrant.

Now let us see for a moment what the various forms of charity are for which the city pays, directly and indirectly. In the first place, as you know, the city has its medical department, including hospitals and dispensaries; it has its maternity department which is also a division of the medical branch; it has its hospital for sick babies and children; it has its epileptic hospital; it has its asylums and schools for sick, crippled, feeble-minded and idiotic children; it has a lodging house for homeless men, all of which are part of its public charitable system. In addition, it helps in greater or less proportion private institutions, which may be divided into homes for children, educational institutions, hospitals which are parts of medical schools and hospitals which are not affiliated with any medical school, reformatory institutions, homes for the aged, fresh-air charities and a humane society—at least that is as nearly as I can classify it. This institution, when receiving its public dole calls itself a charity, but

when resisting supervision and inspection by the legally constituted authorities calls itself a subordinate governmental agency. But we will let it pass as a humane society.

Now I maintain that there are many institutions in this list to which the city, from its charitable side, should not be called upon to give support. Certainly, as far as educational institutions are concerned, they can hardly be considered a charity, although they perform a most excellent and praiseworthy duty. Hospitals which are attached to or are portions of medical schools—these latter, remember, are not municipal institutions—certainly should not receive any aid, especially when it is remembered that they are not charitable institutions, but teaching bodies, were not instituted for charitable purposes and which use the material for which they draw financial support from the city as a means of enticing the nimble dollar from the pocket of the medical student.

As regards the question of the hospitals which are not attached to medical schools, I do not think any support should be given to such when their counterpart can be found in the public institutions, and in that list I should include not only the general medical and surgical hospitals, but the maternity hospitals as well.

Now as regards the maternity hospitals. There is greater repugnance to them among the class of people who would naturally be the inmates of our public medical institutions than to any other hospital, founded I believe upon two reasons. First. In the olden days when I began my medical duties in the Department of Charities this was a neglected part of the work; neglected I believe because private institutions in the city took up the work, and "what is everybody's business is nobody's business." Nobody thought it worth while to bring the charity commissioners to account for neglect of their duties and maternity institutions got a bad name. Now that has been changed very materially. The service is good and the wards—taking them all around—fairly good. Second. As was told us yesterday afternoon by the Commissioner of Charities for Manhattan and the Bronx, they cannot compete in elegance of appointment and in luxury of surroundings with the private institutions of the city.

In a recent report to the State Board of Charities by one of its inspectors, reference is made to the fact that the maternity system of New York city is in process of readjustment, the large, wealthy medical maternities, such as the Sloane and the Society of the Lying-In Hospital, drawing away patients both from the city institutions and the smaller hospitals. The latter institutions, says this report, "require certain moral qualifications for admission, tending to bar out many applicants. But the city hospitals have no such qualifications and are just as empty. The City Maternity on Blackwell's island has an excellent service, a great deal better as regards cleanliness and comfort than are some of the private institutions to which the city is paying per capita for cases—yet on November 22d there were just seven patients in the wards which accommodate thirty; and twenty-nine women in the waiting women's quarters where there is room for forty-five. The Metropolitan, on the other end of the island, is in practically the same condition."

Considering the high standard maintained in the maternity wards of the public hospitals and bearing in mind the fact that the capacity of these wards is about to be increased by the approaching completion of the new Gouverneur Hospital, that the supply of beds for these cases in both the public and private hospitals of the borough of Manhattan largely exceeds the demand, there is no reason why the city should pay at all for private service which it is able to render with equal or superior efficiency in its own institutions." (Coler: Municipal Subsidies to Private Charities, being a Report to the Board of Estimate and Apportionment, etc., 1899.)

Reformatory institutions. It is quite possible that an exception might be made for these institutions on the ground that as the city does not provide for the reformation of its juvenile delinquents it might be proper for the municipality to assist such reformatory institutions. But if that plea be admitted these institutions should be subjected to restrictions which I shall call attention to further on; but which, however, I may briefly state here would amount to putting them under municipal supervision

and restraint and depriving them in great part of their private character.

As regards the homes for the aged. I think these should come strictly under private care, unless these aged persons are proper subjects for the almshouse, the only municipal institution which, at present, can be admitted as a proper object for public care and support. Perhaps it may be objected that a stigma attaches to being a public pauper and I think it well that the stigma should remain. Where it is made easy for a person to be passed over to the public care, and where the supposed disgrace which attaches to such a condition is removed, it is perfectly human to and one cannot complain if people do it; no one is willing in this world—at least so far as I have been able to find—to do anything more than necessity compels one, and that, not only as regards work, but also as regards financial responsibility. I believe myself that one of the best preventives of abuse in this direction is the shame which attaches to being known as a dependent on public bounty.

The fresh-air charities I think certainly ought to come under private benevolence and should not be made a portion of the municipal charity system, nor should the city pay anything towards their support.

As for the humane society, of which we have one in the city, I believe that, viewed in any light, whether as a charity or as a "subordinate governmental agency," it should certainly be deprived of its public relations. But alas! One great trouble that the New York taxpayer has to face in the direction of public grants for private purposes is the fact that all these subsidies, all these grants, all these appropriations are obtained by legislative interference with the officers of a city in which the grantors have no residence or interests, and the New York taxpayer, with the good nature and cynical indifference which characterizes him with regard to his earthly—and for aught I know with regard to his spiritual affairs also—smiles as he reflects that there is another pretty piece of loot, and goes about his business, paying the bill at the end of the year.

In addition to this the city has also furnished, and for this year I believe still furnishes, money to aid societies and to some of the smaller private libraries which, it seems to me, are not proper objects of municipal generosity or charity.

The bad features about this question of municipal grants to private societies, are it tends to debauch the managers and directors of these institutions, injures the public, and teaches the person in poor or moderate circumstances that he has a perfect right to depend upon his wealthier neighbor. Every year for the past ten years the number of people seeking money out of the public treasury under one plea or another has increased. Here again let me call upon our oracle the Comptroller of the city of New York, who says "of the two hundred and twenty private charities who receive money from the city, more than one hundred have been organized during the past ten years. The records of the finance department and the annual reports of these new organizations show that many of them have received from the city sixty to ninety per cent. of all the funds they have handled, and that almost the same percentage of their total income was charged to expenses, the chief item of expense in every case being the payment of salaries to officers." This is a pretty severe arraignment, but why should we wonder if it prove correct? If people are told that they can get money for the asking, and if they find that statement is true, what wonder that there should be a scramble for a share, and particularly when it is claimed to be done for sweet charity's sake. Why should we wonder that the institutions are ready to take it?

In speaking with officers and others connected with charities, while admitting that the principle is wrong, they defend it on the ground that as others get it why should not they?

And the same plea was used by a former mayor before whom I appeared to protest against giving an appropriation to a hospital which was an integral part of a medical school. Of course I butted my head against a stone wall, but that I expected when I went to the mayor's office, though I confess I was not quite prepared for the argument advanced by this official. "Theoretic-

ally," said he, "you are right, but as A, B and C get it (referring to other institutions) I cannot refuse it to D." It was not whether D deserved the assistance, or whether D's objects were worthy, but it was because others got money out the city treasury, therefore D ought also to get it, and D got it. Now such a principle debauches everybody concerned with charities, but so general is the feeling that I remember one year when I went to protest against the appropriations which were being given, one gentleman, for whom I have ever since entertained a great respect as having the courage of his convictions, stated his proposition in a few words, and it ran as follows: "We are in debt; we want to build and we wish you to give us the money"; and it wrung from me then as it extorts from me now the warmest admiration for the gentleman's candor; and his request is, I believe, the principle which underlies a great deal of the public's feeling towards the city's treasury.

But you will ask me: This is all very fine; you are destroying with great rapidity, but suppose the city has not got the plant to carry on its work, what shall be done? Wait until it does get the plant and meantime let these people suffer, or shall the city pay others to do this work? I do not desire that any deserving object of charity should suffer if it is possible to relieve his or her needs or sufferings, and I would suggest the following: If the city finds it is necessary to supplement its work it shall subsidize the best equipped institution of that particular kind from among the private charities; and for its protection it shall insist upon having upon the board of directors or trustees of the subsidized institution two officers, one as a representative of the Department of Charities, and one as a representative of the Controller's office, who shall, so far as regards the acceptance of any patient as a proper object of municipal care, or as regards the expenditure of money for such person, have all the rights of director or trustee, and whose veto as regards such matters shall be final. No moneys shall be granted to private charities from the public purse, except under such conditions.

Wipe out as far as possible the grants of money given by the

city to private institutions which, while in the aggregate representing a large sum of money, are individually oftentimes so small that they do no good to the institution which is the beneficiary. And in this connection there is another point which I should urge, that the administration, as well as the citizens of New York city, protest to the legislature and fight against every measure that proposes to give money, either directly or in the way of evading taxation or assessments, out of the treasury of the city of New York to any private institutions, without the consent or approval of the proper city authorities. The source of much of the trouble is in Albany and is kept up and fostered by the apathy and indifference of the citizens of New York city and of the officials who should look after the city's interests. I think within the past few years, the legislators have become aware of part of this abuse and have done what they could to remedy it; indeed, the charter has already been amended, whereby "the board of estimate and apportionment of this city may also in its discretion appropriate and allow moneys raised by taxation or received from any other source and properly applicable thereto to any charitable, eleemosynary, correctional, or reformatory institution, wholly or partly under private control, for the care, support and maintenance of its inmates; such payments to be made only for such inmates as are received and retained there in pursuance to regulations established by the State Board of Charities. The board of estimate and apportionment may in any year and from time to time increase or diminish the sum authorized to be paid to any institution, association, corporation, or society included in the 22d paragraph of this section."

I must apologize for taking up so much of your time, but I must plead in extenuation the interest I take in this question, and I shall therefore embody in a few words my views as regards the limitations of municipal aid to private charities. I believe no public aid should be granted to private charity, unless the private charity becomes a portion of the public municipal charities.

The question was asked last night whether the city had a right to cut off the subsidies to private charities. I reply that the

private charities have no right to insist that they shall be assisted by the public purse. They must be either public institutions, or private ones. If the former, the public supports them; if the latter, the individual supports them. In my opinion there should be no admixture or division of work, nor a common means of support.

Mr. Weekes:

Mr. Chairman, Ladies and Gentlemen—I have felt much honored in being asked to take part in this conference conducted under the auspices of The Charity Organization Society, so respected and esteemed by reason of its valuable and systematic aid in all branches of charitable work.

The first thing for us to consider in the question of the division of this work, is what the city can perform, and what the so-called private charities can do.

Many of you doubtless were here yesterday afternoon and listened to the very able and eloquent address of the Commissioner of Charities. If any proofs were needed now, or if any argument was necessary to show that the city is hampered and restricted in almost every department of relief, it might perhaps be claimed that the proof and the argument was contained in what the Honorable Commissioner stated.

He enumerated the different buildings under his control; informed us of his various needs and stated what different necessary appropriations of money would give him the means of accomplishing.

He characterized one hospital in the upper part of the borough as "disgraceful," and apparently conveyed the impression that the city at present was ill-equipped to render all the aid and assistance to the destitute that it was called upon to perform.

He spoke particularly of the City Emergency Hospital in Twenty-sixth street; this has an accommodation of only thirteen beds, of which seven are for waiting women, and was originally built for the purpose of an engine house many years ago.

I am not competent to discuss this question in all its different branches, and I will speak, therefore, only of one department of

charitable work. The care of the destitute mother in confinement. My remarks will be brief in view of the fact that other gentlemen are to follow me and the program of the morning has not yet been concluded.

If we first examine the records of the health department we will find that during the past twelve months 48,283 birth certificates have been filed. Every time a child is born in this borough a certificate must be filled out and left with the proper authorities but it may be safely presumed that many births are not properly returned, either owing to the ignorance of the parents or to other circumstances. The fact that 48,283 certificates were filed, however, means that over 4,000 births have taken place every month of the year in this borough, and 144 children born every twenty-four hours, an average of one child every ten minutes.

It needs no argument from me to prove that the mother requires proper medical care and attention in childbirth no matter whether she is surrounded by every luxury, or whether she is lying in some miserable Baxter street cellar.

The Commissioner said yesterday: "We must take care of the poor in the best possible way at the least expense."

If we examine the certificates filed with the health department carefully, we will find, in spite of the work performed by so-called private charities, in spite of what has been done by physicians in practice and by the city, there still remained 21,516 returns that were filed by midwives, showing this number of women in our borough during the past year who received unskilled treatment.

A midwife is almost always a person of no particular medical education, she has obtained a license to practice because she has exhibited to the board of health a certificate signed by two physicians that she is competent. She knows nothing about antiseptic treatment; she is merely present during the actual confinement, is paid a small fee and then leaves. There is no return to watch for any unfavorable symptom, and if any complication results the consequences to the patient are more than unfortunate.

In fact, the abuse of midwifery has become so wide spread that recently an act has been introduced at Albany regulating and restraining the practice of midwifery in this city by others than legally authorized physicians. This has recently passed the Assembly and has been approved by our chief magistrate. If the bill becomes a law it will leave some 21,000 women to be cared for in some way, annually,—if not by midwives by physicians in practice or people competent in a medical point of view.

The capacity of the Emergency Hospital in Twenty-sixth street is, as I have stated, only thirteen beds, of which seven are for waiting women.

Two maternity hospitals on Blackwell's Island have a very limited capacity; one twenty and the other thirty beds, with sixty-one beds in the waiting wards and three in the septic department. These wards are never occupied to their fullest capacity, owing to the unwillingness of women to go to the island and be cared for in a place they naturally associate with the imprisonment of offenders against law and morality.

It would seem that the first and most important thing in the world, from a charitable point of view, is the care of the destitute mother in childbirth. First, on account of the mother and second, that the child may be born strong and healthy and able to become a strong man or a healthy and vigorous woman.

If the limited capacity of the city prevents the supervision and care of this most important department, should not some arrangement be made with private charities to do part of the work that the city is unable to perform?

I have no doubt that all of you who have been interested in charitable work and in trying to relieve and improve the condition of the poor, have met with one great obstacle, and that is—ignorance.

Perhaps nine out of every ten poor people whom you wish to assist are unwilling to go to a hospital. They are prejudiced against it, and they believe that if anything happens to them there that their friends will never know of it. They are absolutely opposed to leaving their own home, humble and squalid although it may be.

The course adopted by one maternity hospital in this city has been to care for these poor women in their own homes, giving them proper medical attendance and a skilled nurse. The institution I refer to, in its outdoor department, has relieved annually some 2,500 destitute cases at a cost of only about $14 for each person, providing them with medical service and food and attending to their other needs in various ways.

It would not be possible to receive in hospitals the vast number that are to be cared for, and it would seem only fair and proper that the city authorities should recognize the necessity of this outdoor relief and make some pro rata allowance to such charities as have developed a system for carrying it on.

Much stress has been laid on the impropriety of granting any money to private charities. It must be remembered that all institutions receiving money from the city are absolutely and completely under the jurisdiction of the State Board of Charities. They are regularly and systematically inspected; their doors are open day and night for the reception of the city poor, and their receipts and disbursements are sworn to and filed at Albany in the office of the State Board.

The Comptroller of this city does not pay out a single dollar without the production of a certificate signed by one of the officers of the State Board that the institution has complied with all the rules and regulations that have been drawn most carefully in the interests of the public, and that the work of the institution entitles it to the quarterly allowance that it applies for.

It would seem as if no greater precautions could be taken, and these institutions and charities are thus made as public and as open as the institutions under the control of the Department of Charities.

In conclusion I would call your attention to the fact that the city has a total capacity of fifty-six beds for women in actual confinement and sixty-eight beds for waiting women.

With the birth rate as I have given it, obtained I may say from official figures furnished me by the health department, and with the facts certified to in the statistics obtained from them, indicating that 21,516 women during the past year have received

unskilled treatment, it may be left to your judgment whether the present capacity and resources of the city are adequate.

The Honorable Commissioner of Charities called special attention yesterday, in speaking of the city maternity hospitals, to the fact that they were dreaded by the poor, and that private maternity hospitals were preferred, because the service was so much better there.

Let the city authorities, therefore, as far as possible use private maternity hospitals, and because there are many vacancies in the maternity wards on Blackwell's Island, it should not be assumed that there are no suffering women who need attendance; but rather that this most important branch of charitable work needs the most careful study and attention to provide for those unfortunates at present neglected and unattended.

I feel even in what I have said that I have perhaps trespassed on your time and patience, and I yield to the next speaker, and thank you, ladies and gentleman and Mr. Chairman, for your kindness and attention.

Rev. Mr. McMahon:

Ladies and Gentlemen.—I know not why I should be put upon the program at all to speak, because my official introduction to the matter of charities has been extremely recent. My position as supervisor only dates to about two weeks ago, and though I have somewhat of a knowledge in the matter of hospitals, and matters of reformatory institutions, it is not that practical, daily experience that has come to many of those who are to listen to me and, therefore, more as a tyro should I speak for a few moments than as one so well posted as those we have heard this afternoon. I may, however, say something upon the principle, whose application should be found in the matter at hand.

The question is asked, what division of work should be given first, to city institutions, what to institutions supported by the city, and what to purely private institutions. Now, there should be some principle upon which this division of labor shall be made. Let us find that principle. Let us see where the principle is and

let us stand by it. If it be simply a question of policy, a matter of no deep consequence, its solution will be easy, indifferent as to effects. If it can be regarded simply as a matter of suitability to the taste and sentiment of the governing power then its application may be changed by a Republican or a Democratic administration, and it will be a question that may be twisted and turned like a billiard ball upon the table, without any grave consequences to any interested party. But it strikes me, it is a question deeper than that; it is a question of real principle, and I take issue with the first speaker this afternoon, that to the State belongs the first duty to look after the destitute. I say the first duty of charity is individual; it belongs to the individual first to give what help he can to the destitute as man to man, as brother to brother; to look after those who are destitute, who are impaired in any sense; there is the first duty, and then when the individual, when the association of individuals, is not able to fill the gap and to supply the want, then let it be the duty of the State to come in and supplement it. But first and foremost stands private charity, if you so call it; let the term be what it may—it is not simply the giving of the material or physical help, but it is the duty of the individual to give out of a person's own personality towards those who are distressed. This is the meaning of charity. Now, therefore, since it is the duty of the State to supplement, particularly is this true in our State, filled with more than its normal number of dependents of all classes, it may fulfill the obligation either by direct or indirect care. All agree there must be direct care in some directions, and it must have its own institutions for such. For other subjects of charity there should be the indirect care. The direct care is given where the State alone controls the full equipment and administration. The indirect care may be twofold, first, because it contributes funds towards the support of some private charitable institution, and thus has right of seeing results, etc., and, second, because it requires private institutions to conform to certain standards, without contributing aught to their maintenance. This last is the same as the investigation of private institutions which the State, through its Board of Charities, no longer lays claim to.

In considering our subject I leave out entirely the question of private charities, institutions supported by private means. They have the right to take any and all destitute as far as they can, therefore, let them do all kinds of charitable works according to their taste and means in all prudence.

There are two classes of persons who are suitable as inmates of the institutions, first, those who are non compos, those who are not full-fledged in their minds, and second, those who are now, and those who will be in a short time, sui juris. The first comprising the permanently defective, such as the insane, the epileptic and the feeble-minded, are subjects of permanent care since their characters are not to be developed. If they are not cared for in purely private institutions, they become more properly the inmates of State institutions, because the State can bring together the larger number and thus support them more economically. Besides the advantages which private institutions have over State institutions would be of little or no benefit to this class.

For the second class; for those who are compos, they are the destitute and only temporarily in need, such as the sick, the aged, the unemployed, etc.; the others soon to be sui juris are those not yet fully developed in their character. This second class then includes those who have their characters formed and those whose characters are in course of formation. For those whose characters are formed, for men and women of this class who have grown up, the division may be to either State institutions or institutions supported by the city.

The reason is for those supported by city aid, the city asks simply how much is it going to cost? We are told it cost $7-000,000 a year to support the different charities. The city is looking to get the best results for the least money. If, therefore, the result can be produced by the private institutions supported by the city for less money than the city can do it for, why not give it to them. It is a question of dollars and cents and it will take less money out of the taxpayers' pockets.

We know on the other hand, that in private institutions, which

are generally under denominational control, there is apt to be more personality thrown into the care of those who are destitute. They look to the heart and the soul, and cavil as one may, religion must soften the heart, and therefore, for them would I plead, to be put under those of the same religious life, as they are there apt not only to be benefited in their body but also in their mind. Therefore, for those formed in character, whilst I might say it were a matter of indifference, whether it be given to the city institutions or to those that are supported by public aid, I would naturally prefer for the reforming and strengthening of character, the institutions supported by public aid.

For those who are not yet formed in their character, those who are hereafter to be citizens of the city, those in reformatories and those who are destitute, they need strong principles to govern them. These two principles which Washington said cannot be divided, religion and morality, should be strong in their hearts so that when they go forth they shall have strong characters. That is what is needed. It is not the learned man that is always strong in character, it is not even the one that gives himself much to public works. This character can only be built up by morality supported by religion, by a will determined in its every action towards the true and the good.

Therefore, for children of that class, or for those not formed in character, I should say, let them be sent to private institutions supported by public aid.

There are then three principles which govern this matter:

First, to private institutions, since charity is primarily individual, belongs the care of all kinds of afflicted. Private institutions are nearer to the individual life than the public or State institutions. Nor can the State interfere therewith unless there be grievances against law and order.

Second, the State desires to bring the afflicted to the best stage of citizenship so that they may be of advantage to her well-being, and this is effected by the uplifting of character, no matter how attained.

Third, the State further desires that this shall be done in the most economical way consistent with good results.

Hence to the state or city institutions may be left the care of dependent non-compos people, whilst others whose characters are formed may be consigned to State institutions or private institutions helped with State money, preferably to the latter. Children should be sent to private institutions supported by the city where their religion shall be inculcated and their morality strengthened. This is according to the charter of our city, where it states they must be sent to institutions of the same religious belief as their parents. Then as to the other question, what aid should the city give to private corporations? We should see that people do not use blackmail for the support of institutions that have no right to exist as spoken of by a previous speaker. Careful supervision and inspection by the city officials soon expose those which have no right to exist, that have not lived up to the work they professed to do, and these should be cut off at once.

In large cities, as New York, we have a great problem. Here we have an aggregation of people coming in from other lands and from our own country districts. We have consequently much more sickness and disease than in the same population outside, we have more moral evil and crime and, therefore, so much more destitution, so much more poverty around us. Misfortune and misconduct are daily adding to the number of our dependents. Men who have means are so often called upon for the support of those who have nothing, that they are not able to give to all. We find a necessity on the part of the city to help in providing for this destitution and in bringing about peace and contentment amongst these who are suffering. This can only be done by individuals giving a portion, the State supplementing that which may be deficient.

On every side we see evidences of the private contributions to charitable objects. Nor will the stream ever be choked no matter how much may be contributed by the State. If the State takes upon itself the care of the defectives, if it should care for all the sick, as explained by the last speaker, etc., other channels of real utility and benefit calling in private aid would be discovered by

workers in charity. Truly the State should not take so much upon itself as to make the burden of the taxpayer excessive, but such a limit will scarcely ever be reached. On the other hand, in our State and city owing to its position as the great metropolis and the great seaport it would be well nigh impossible for private benevolence to meet all the claims of charity that are here to be found. There must then be a division in bearing the burden.

How much shall be given by the State and to what it shall be given, is a practical question I am not going into. We have heard fulsome statistics this afternoon of how much should not be given to these institutions, but how much should be given to them, I leave to the good common sense of those in control of the city finances.

Certainly their good sense, such as they have shown in matters of charity during the last few years, will determine what is the right and proper thing to do.

Mr. Devine:

The inspection of charity by any outsider is at best a disagreeable necessity, and at only a few short removes from the best, it becomes most disagreeably odious. The inspection of charitable institutions is its least offensive form, but that also tends easily to become disagreeable and odious. When we are making sacrifices of money or of personal energy in behalf of some unfortunate person or persons we do not relish the idea of having our manner of doing it inspected, supervised, passed in review, held up to public criticism. Any one but an arch angel may be expected to feel some irritation at the very thought of being inspected in such an act, and no one but a martinet, when called upon to inspect the charities of others, can possibly look upon the task in any other light than a disagreeable duty.

Formal inspection by some outside agency whether civil, or ecclesiastic, or voluntary, is objectionable: First, because it may be understood to imply the probable existence of some abuse—which suggestion we are naturally inclined to resent. There has been no dishonesty, no misappropriation of funds, no scandal of

any kind in our institution, and there is no danger of it. Why should we not be left alone to manage our own affairs?

It may mean, secondly, that we are supposed to be behind the times in our methods. This is only one degree less irritating than the first suggestion. Does not every one know that we are pioneers? That every progressive idea has been incorporated into our administration? That this has been done spontaneously, not under official dictation, but because we are interested and wide awake. If you come around us with your inspection you are likely to interfere with the free and heretofore unimpeded enterprise upon which the success and usefulness of this institution is founded.

If both of these grounds for inspection are disavowed it may be felt that, even so, inspection is an infringement upon the privacy, the personal liberty, the natural rights of the charitable man, or association. We have not sought any monopolistic franchise, the managers or members of the charitable institution may be imagined to say, we do not compel the sick to come into our hospitals, the destitute to receive our bounty. If they seek our aid voluntarily and we bestow it of our own free choice, why in the name of the Court of Appeals should you come in between us to bother the life (or at least the charitable disposition) out of us? We warn you solemnly that if you inspect us we may decide to resign and stop being charitable.

Still other and less obvious reasons for protesting against inspection are discovered. There are confidential records in the hands of the societies which are not to be ruthlessly exposed to the eyes of the world and we do not intend to trust even sworn public officials. The stories of fallen girls, of faithless husbands, of insanity and crime, and dishonor link themselves often to human lives whose course is still to run and which are brighter far than they would be if these secrets were to be disclosed. The foundling asylum, the cruelty society, the maternity hospital, the charity organization society have many such records which it would be shameful to disclose.

Finally inspection if general and thorough is an expensive pro-

cedure, and inspection which is superficial or spasmodic, or arbitrary in its selection of victims can not escape injustice, in addition to all its remaining faults.

Upon what grounds, then, will any one be found to defend the policy of inspection of private charities? There are two distinct grounds upon which such a policy is to be defended. I shall discuss only one of them—one which is universal and fundamental and which remains so although the highest court of the State has completely ignored it in its recent final opinion upon a somewhat famous case (The People of the State of New York ex rel. The State Board of Charities, respondent, vs. The New York Society for the Prevention of Cruelty to Children, appellant). The ground to which I refer is that the State should protect, safeguard, and jealously watch over the personal welfare of the large numbers of its helpless poor, whether they are in public institutions at public expense, in private institutions at public expense or in private institutions at private expense, i. e., supported by contributions obtained from the charitable public.

May we look back for a moment at the possible points, the watching of which a system of State inspection may be supposed to imply. Among these are such possible abuses as the misappropriation of funds and general inefficiency arising, it may be, from the retention of discredited and antiquated methods. Of these the first may be exposed by inspection, and exposure would always lead to correction. I recall one very interesting recent instance in which inspection, disclosing that a shortage in the accounts of the superintendent had occurred twice within a short period, led to the removal of the offender and a reorganization both of the management and of the system of financial accounts without a line of newspaper discussion or any knowledge on the part of the public that a scandal had been pending and had been averted. It is a fact that the beneficent results of judicious inspection would ordinarily be shown in the correction of evils before they become sufficiently serious to make public discussion necessary, and therefore that the value of such inspection cannot be gauged by the number of institutions in which flagrant abuses are brought to the attention of the public.

General inefficiency, on the other hand, while it may sometimes be demonstrated by inspection, finds its remedy ordinarily in some other direction. Now, unfortunately, there is such a thing as rascality and such a thing as rotten management in private charities. They have been known to exist in the state of New York, in agencies professing affiliation with every religious faith and in those of no special faith. They have sometimes been exposed by State inspection and sometimes by the unofficial inspection of citizens, of societies or of newspapers. Every abuse which managers of private charities feel so confident could not arise in their institutions have arisen in similar institutions in every land, in every age. Cruelty to inmates, misappropriation of funds, failure to discard outgrown methods, the neglect of proper beneficiaries for the sake of advancing the personal interests of officials or other improper beneficiaries have, I will not say been frequent—thank God it has been quite otherwise—but have occurred here and there, and will occur while rogues live who have the skill to deceive the charitable. No one will suppose that I have any personal prejudices against private charities as such or in favor of public institutions. I quite agree with what Mr. de Forest said last evening as to the advantages of private charity. At the same time it is fair to point out that not only endowed private institutions, but also those which have a large regular contributing annual membership are liable to dry rot, and that the remedy of speedy old age and burial, which Mr. de Forest recommended, can not be absolutely insured. Again, I would emphasize the fact that such conditions are not frequent or typical, but that the possibility of their recurrence constitutes a danger against which, in the interests of their beneficiaries and in the interests of their supporters, every safeguard should be taken. An outside view of the way in which work is done will be of value even to the most progressive and enlightened administration, and for a management whch has grown careless or inefficient it will sometimes be the means of restoration to useful activity.

It is because of this danger primarily that the state should

perform the possibly disagreeable duty of regular and systematic inspection, and it is because of this need that the private charities should assume such an attitude as will rob inspection of its irritating and disagreeable features, except for those particular persons and institutions that have serious faults and defects to conceal.

The Court of Appeals in its recent opinion supposes a case in which "a private individual is wealthy enough and benevolent enough to found and endow a private hospital. When complete the buildings and everything in it are his private property. No one is compelled by any law to go there or to remain there, and the founder is under no legal obligation to receive patients. It is purely a private concern, etc." Consider how far removed such a hypothetical case is from the actual facts. Think of the ambulance district system by which so many of the patients are taken to the private as well as to the public hospitals of this city. Consider how much discretion as to particular institutions is allowed to parents, still less to the children, in the case of committed children. Try to estimate the amount of latitude allowed to destitute consumptives or to the aged man or woman on the brink of starvation who seeks admission to one of the overcrowded homes of the city.

Consider another aspect of our typical hypothetical case. The charities are managed by boards of directors. Sometimes they are themselves generous donors, and to some slight extent represent the wealthy and benevolent private individual. I have only had time to look up one important charitable agency in this respect, one of the best known in the city, and I find in that case that a majority of the somewhat large board of directors did not make any financial contribution whatever to the funds of the society last year, although it is supported entirely by voluntary contributions. And this, I take it, although perhaps not typical is more nearly typical than the case which the court supposes. Why close our eyes to the fact that our charities, like all other phases of our social organization, have become complex, highly organized, highly specialized? The donor is dependent upon the

annual report, or upon occasional visits for his information. Even the directors must ordinarily leave wide discretion to the paid superintendent, agent, matron, or at least to an executive committee.

The donor is interested in securing efficient and humane administration. The inmate or beneficiary may be a helpless child, a helpless patient, or a helpless old man. Experience has shown that abuses are possible and that when they occur the poor suffer. If the private savings which hold the deposits of the poor and the insurance companies in which they are insured are proper subjects for State inspection, how much more are the hospitals, the asylums, the charitable institutions of every kind where their lives are often at stake, where their physical growth and development are often in the balance, where at the present time there are in this State about 150,000 who have been deprived of the safeguards of such inspection by the failure of the legislature to make good the defects in the law in the manner suggested by the chief justice of the Court of Appeals. There are some 360 of these agencies in the State which receive inmates. Seventy-seven of these are homes for aged persons with nearly 5,000 inmates. Fifty-six are homes for children with nearly 25,000 inmates. Forty-three are temporary homes for men, women and children with over 30,000 inmates. One hundred and nineteen are hospitals of various kinds, and 12 are reformatories.

Within a few weeks there has been brought to my attention a most serious instance of improper treatment of a hospital patient in which life was needlessly, if not criminally, endangered and in which there is probably at best serious physical injury from the results of which the patient may never recover. I do not give the particulars of this case for the reason that it is now under searching investigation by the hospital authorities, which will no doubt result in definite action on the part of the hospital both toward its employes who are responsible and the patient who suffered. It is not, however, a violent supposition that in a case of that kind, actuated by institutional pride, by confidence in its staff and by a blind unwillingness to believe in the possibility of such an occurrance, the managers might fail in their disagreeable

duty of probing such complaints to the bottom. I do not say that the best boards of managers or the average board of managers would fail in such a duty, yet that there would be inertia to overcome and a natural disposition to shrink from the necessity of such action no one can doubt. Since therefore the lives and physical well being of the sick, the aged and the helpless infant are involved, is it not clear that aside from any question of the protection of public funds the State should have some authorized agency, efficient, experienced and capable, which may be called upon when such a failure arises and which may assert with dignity, and if necessary with sovereign power, the right of the State to protect its dependent poor from such dangers. Is it not an evidence of barbarism that it is necessary to say that in this day?

I am glad to see that the presiding officer this forenoon in his introductory remarks did not ignore but showed his appreciation of the real grounds upon which private charities should be protected. I recall one institution, private in its management, in our State, which is to-day in possession of a building and equipment infinitely better than that which it occupied a short time ago. The change was brought about by an adverse criticism in an official report as a result of State inspection, a report which at the time it appeared caused some irritation on the part of the management, but which led to the change of location and to the improvement of their facilities which brought it up to the standard which the report indicated that the institution ought to take.

As to what the law is, the Court of Appeals has spoken. As to the probability of any immediate change I am personally not over-sanguine. I am aware that the subject which you have assigned to me is one of which many are long since heartily tired. I am not one of that number. Until the question is settled right it is not settled, and until efficient State inspection purged of any unnecessary interference which there may have been danger of associating with it in the past shall be re-established upon a uniform basis it is not settled right. There should be no unnecessary duplication in this as between State and city authorities. State inspection is not intended to expose secrets, to usurp the

functions of managers, to interfere with actual management. It is the means by which rascality is exposed, abuses discovered, possibilities of progress and improvement suggested. The second ground upon which State inspection is justified, viz., the receipt of public funds, is so fully sustained by the Court of Appeals as to need no discussion. I have not entered upon the question as to whether there are private charities which are not charities. The Court of Appeals had decided that there are and as good citizens we must bow to its decisions. When the time comes therefore to re-establish inspection for all private charities, we shall have to resort to the expedient of providing for the inspection both of those that are called private charities and those that are called subordinate governmental agencies, or quasi-governmental agencies, that prefer to be classed with the police department or with the police courts rather than with charitable agencies. That there is any difference between these and the other charities, either in their essential character or in their need for inspection, no one who values his reputation as one familiar with the recent history of the State of New York will be rash enough to assert.

Mr. Fairchild:

Before closing, I might say a word on this subject myself, as no one else seems to care to speak. The knowledge that I have had of this subject during the past few years has formed in my mind the idea that it is all very simple. Public inspection, it seems to me, is entirely in accordance with all the habits and methods of our civilization and the absence of inspection outside of the management is quite aside from anything else that is done nowadays in affairs of any kind, and there can be no reason for it, unless the whole principle of public inspection of the affairs of mankind is wrong. Here is a fair subject of discussion as to whether government should come in to take care of people at all. It would seem to me to make no difference because something goes under the name of charity. See all of the things that are private relations, of which

every one is entirely voluntary, with great pecuniary responsibilities, which are inspected as a matter of course by the government. The financial institution of which I am president is an instance. We have a stock that cost people originally a million and a half of dollars. It is now worth several times that in the market and, therefore, there is a pecuniary interest of a good many millions of dollars on the side of its honest and efficient management. Nobody has business relations with us except they wish to and they do it for their own advantage entirely, and yet we are inspected twice a year by government most thoroughly. Every detail of our accounts and methods of business is inspected. Now, that is beneficial; it is beneficial to the various institutions. I always feel that it is of advantage to me, because, although I am there every day, yet I am quite aware that there must be a great deal that it is impossible for me to know anything about and an independent outside inspection of this sort is a very great aid to me.

Those of us who are familiar with charitable institutions know how far most of them are removed from the management, inspection and oversight that a financial institution such as mine has from its officers and directors. Those of us who have had to do with charitable institutions know how little time the nominal officers and directors can give to them, how superficial their relation must be to them. Then look at other things; we inspect a factory, we inspect business establishments. The government comes in and inspects my house to see whether it is in proper sanitary condition; government comes into our private relations in all kinds of ways, primarily for the benefit of the public, secondarily, for our benefit. If that work is properly done by the government and of course, in speaking of this matter we always assume that it is properly done—if it is not properly done, if there are abuses, if secrets are revealed, if things are done which ought not to be done, if there is undue interference, all that is not an argument against the thing itself, any more than it would be an argument against the inspection of my company. That is quite another matter. Then, as to the imputation upon these chari-

ties; that ought not to be assumed; it is not an imputation upon the financial institutions that they are examined.

Look and see if the idea is to obtain, that safeguards and inspection are imputations upon all that are inspected—see how far it goes. I remember once in a governmental matter that I had to do with, a man said, "Why, that is an imputation on every body who is engaged in business." I said, "Not at all, any more than the locks on your doors are imputations against everybody that passes through your street. The locks are there because of the exceptional individual who cannot be trusted and it is no imputation upon the great mass of people that use your street." Another thing; if it were an imputation, a just one, upon the great mass of people who use the street, the locks would be of no use, because the majority would be against the preservation of public order and your houses would be broken into by superior force, your police would be of no value. You might as well say a policeman walking through the street is an imputation upon everybody who goes through the street. He is there for the protection of the mass of people who go through the street against the exceptional individual, and that is the view, the only true view to be taken of this subject in reference to any sort of governmental inspection of business, of sanitary arrangements, of charities, of what not. It is because experience has shown that there are some men who are villains, there are some men who are dishonest, there are some agents who cannot be trusted; therefore they all must submit to a certain amount of governmental regulation on behalf of all, because there are these exceptional people in communities. There always have been and always will be such people. If they were in any vast numbers, then your society would break down; but they are not in vast numbers and it is for our comfort, our convenience, it is for the promotion of all good things that this amount of governmental inspection is carried on. It is in order to save you and me from doing it ourselves, and it must be, if civilized society is to go on. We cannot do it, we cannot stand with our ears open and our eyes on the watch for every possible danger that comes from the evils and weaknesses of humanity. We have got to co-operate, by employing general agencies, in order to save us individuals from doing that

which it is impossible for us to do and unless we can do that, unless we can have that kind of co-operation, social co-operation, then we have got to stop doing things which we know are exposed to the dangers of which I have spoken. Therefore, this kind of social co-operation to guard against the occasional wrong is essential to the carrying on of great private charities in a great civilized community.

*REPORT

OF THE

Secretary of State in 1824 on the Relief and Settlement of the Poor.

*Reprinted because of its historic interest and value.

*Report of the Secretary of State in 1824 on the Relief and Settlement of the Poor.

[Assembly Journal, February 9, 1824.]

A communication from the Secretary of State, was read, in the words following, to wit:

STATE OF NEW-YORK—SECRETARY'S OFFICE,

Albany, February 9, 1824.

SIR,

In obedience to concurrent resolutions of the honourable the Senate and Assembly, of the last session, I have the honor to transmit a report, together with a bill and other papers, prepared on the subject of the laws *for the relief and settlement of the poor.*

I remain, sir,
Very respectfully,
Your most obt. servt.
J. V. N. YATES.

The Hon. RICHARD GOODELL,
Speaker of the Assembly.

REPORT.

In obedience to concurrent resolutions of the honourable the Senate and Assembly, of the 16th and 18th of April, 1823, instructing the Secretary of State among other things, "to collect "from the several towns cities and counties of this state, such "information as would be necessary to give a distinct view of "the expenses and operation of the laws, for the relief and "settlement of the poor; and also such information from other "states, with respect to their poor laws, as would shew the "effect of those systems, and suggest improvements in our own;

*Reprinted because of its historic interest and value.

"and that he communicate an abstract or digest of such infor-
"mation to the legislature," the following report is respectfully submitted.

During a considerable portion of the preceding year, the secretary was engaged in directing his enquiries to every source from which intelligence could be procured, on the subjects embraced in the preceding resolutions. The important nature of those resolutions, no less than his own sense of duty, induced him to use every exertion for aiding in the accomplishment of an object so deeply interesting to the community, as an inquiry into the cause and nature of the evils of pauperism, and the best means for meliorating or removing them. The statistical information thus procured, from different parts of this state, and of the United States, he has now the honor of presenting to the legislature, consisting of *two parts*, in a form as digested and condensed as the subject would admit.

The *first part* exhibits the number of paupers in the several cities, towns and counties in this state; the sums of money expended for their maintenance and relief; the sums expended for the costs and fees of justices, overseers of the poor, and constables, in the examination and removal of paupers, and in other incidental services, together with the costs and expenses of instituting, conducting, managing, and defending *appeals* from orders of removal; the number of paupers removed; the ratio of pauperism in each county, and the ratio of taxation imposed on each county for the maintenance and relief of the poor; the amount of taxes raised for that purpose, in the several counties, for the last six years; and extracts of letters from mayors of cities, supervisors and clerks of counties, overseers of the poor of towns, and from other sources entitled to credit; shewing the management, general success, and effect of the various local experiments in the state, for the support of the poor, either by towns or in poor houses.

The *second part* exhibits a digest or analysis of the poor laws of most of the states in the union, with extracts from official letters and documents, shewing the operation and effect of those

laws, together with a view of the state of pauperism in Europe, and brief extracts from works of American and European writers, illustrative of the evils of pauperism, and suggesting plans for their melioration and removal.

Although the information received from the several towns and counties in answer to the communications transmitted to them, is not, in every instance, as full and satisfactory as could have been desired, (as several towns neglected to make returns, and others made imperfect ones,) yet it is believed, that sufficient *data* appear for the purposes contemplated by the concurrent resolutions of the Senate and Assembly. It is also observable, that the information derived from some of our sister states, is more limited than had been anticipated.

From these several digests, or abstracts, the following general views, connected with some necessary details, are respectfully presented to the legislature.

The poor of this state consist of two classes—the *permanent* poor, or those who are regularly supported, during the whole year, at the public expense; and the *occasional*, or temporary poor, or those who receive occasional relief, during a part of the year, chiefly in the autumn or winter.

Of the first class, according to the official reports and estimates received, there are, in this state, 6,896; and of the last, 15,215; making a grand total of 22,111 paupers. Among the permanent paupers, there are 446 idiots and lunatics; 287 persons who are blind; 928 who are extremely aged and infirm; 797 who are lame, or in such a confirmed state of ill health, as to be totally incapable of labor; 2604 children, under 14 years of age, and 1789 paupers of both sexes, all of whom, though not in the vigor of life, may yet be considered capable of earning their subsistence, if proper labor were assigned, and suitable means used to induce them to perform it, and whose labor might produce at least 150,000 dollars annually to the state. Of the whole number of permanent paupers, the returns and estimates will warrant the assertion, that at least 1585 male persons were reduced to that state by the excessive use of ardent spirits;

and of consequence, that their families, (consisting of 989 wives, and 2167 children,) were reduced to the same penury and want; thus presenting strong evidence of the often asserted fact, that "Intemperance has produced more than two-thirds of all the permanent pauperism in the state:" and there is little hazard in adding, that to the same cause may be ascribed more than one half of the occasional pauperism. Of the whole number of both classes of paupers, 10,523 are males, and 11,588 females, (being an excess of 1065 female paupers:) 5883, including their children in that number, are either aliens or naturalised foreigners; and 16,228, including also their children, are native citizens.

There are 8753 children of both classes under 14 years of age, the greater number of whom is entirely destitute of education, and equally in want of that care and attention, which are so necessary to inculcate correct moral habits: It is feared that this mass of pauperism, will at no distant day form a fruitful nursery for crime, unless prevented by the watchful superintendance of the legislature.

In eighteen counties bordering on the ocean, and on the Hudson river, with a population of only 582,225 souls, being somewhat more than a third of our entire population, no less than 12,270 permanent and occasional paupers, are maintained or relieved, being far more than one half of all the paupers in the state. The city of New-York alone maintains 1698 permanent paupers, and relieves 7858 occasional paupers, being more than three sevenths of all the paupers of both classes, and nearly one fourth of all the permanent poor.

It will hardly be necessary to explain the cause of this great disparity. It will be found in the dense population of that city, and of the large villages and towns, which, from their convenient situation for navigation and commerce, allure to their haunts and recesses, the idle and dissolute of every description.

Populous places have at all times, been burthened with a larger proportion of paupers, than places where a thin or scattered population is found; and the evil sufficiently indicates the necessity of a rigid police, for compelling the sturdy vagrant

to abandon his vicious pursuits: It is due, however, to the intelligence and activity of our municipal authorities, and to the character of our people, to notice the comparatively happy exemption of our cities, from that profligate, and disgusting character of street beggary, which seems to have been entailed on most of the large cities of Europe.

In this state there is one permanent pauper for every 220 souls, and one for every 100 occasionally.

In Massachusetts, one for every 68 souls is a permanent pauper.

In Connecticut, one for every 150.

In New-Hampshire, one for every 100.

In Delaware, one for every 227.

In the interior counties of Pennsylvania, one for every 339, and throughout the state, one for every 265.

In Illinois there are no paupers supported at the public expense, or their number is so small that no comparative estimate can be presented.

The information received from the other states in the union will not authorise any clear or satisfactory statement to be made of the ratio of pauperism in those states, although it may be generally remarked, that in Rhode-Island, and Virginia, it is less than in our own state, and that in Pennsylvania, Delaware, Rhode-Island, and Virginia, where the poor-house system has prevailed for the greatest length of time, and to the greatest extent the ratio of pauperism, and of the amount of expense is less than it is in any other state in which that system has been more recently or partially introduced.

The ratio of pauperism and taxation in the several counties in this state, in the year 1822, is as follows:

COUNTIES.	No. of permanent and occasional paupers in every 1000 souls.	Amount of poor tax paid on every $100 worth of property in 1822.		Rank of the county, in the scale of pauperism.	Rank of the county, in the scale of taxation.
		Cents.	*Mills.*		
Albany	10.	15	0	4	7
Allegany	2.5	0	6	35	52
Broome	2.2	3	4	42	44
Cattaraugus	1.7	0	5	49	53
Cayuga	3.4	19	0	24	3
Chautauque	3.2	0	2	33	54
Chenango	2.6	2	2	27	47
Clinton	2.5	14	0	34	12
Columbia	9.4	15	0	6	8
Cortland	2.	2	3	47	46
Delaware	3.	5	1	28	39
Dutchess	12.	13	2	2	14
Erie	1.3	2	0	54	50
Essex	2.2	14	0	40	11
Franklin	2.2	17	3	41	5
Genesee	2.5	3	3	36	45
Greene	6.5	8	5	13	25
Herkimer	4.7	6	0	18	35
Jefferson	4.	11	0	21	21
Kings	6.	10	0	16	22
Lewis	2.	1	2	46	51
Livingston	3.	7	0	31	30
Madison	3.	4	6	29	41
Monroe	2.5	6	0	38	36
Montgomery	4.6	8	0	19	27
New York	70.	11	5	1	17
Niagara	8.	23	0	8	2
Oneida	8.	17	0	9	6
Onondaga	3.2	18	4	26	4
Ontario	3.3	11	0	25	20
Orange	7.	11	0	12	19
Oswego	2.5	7	4	37	29
Otsego	3.6	10	0	23	23
Putnam	10.	13	5	5	13
Queens	8.	8	3	7	26
Rensselaer	2.	2	1	48	48
Richmond	2.7	11	2	32	18
Rockland	6.5	11	9	14	16
Saratoga	7.6	9	9	10	24
Schenectady	3.8	6	0	22	34
Schoharie	2.	4	3	45	42
Seneca	1.3	6	5	53	32
St. Lawrence	3.	5	3	30	38
Steuben	1.7	5	6	50	37
Suffolk	7.	12	3	11	15
Sullivan	2.	2	0	43	49
Tioga	2.3	6	5	39	32
Tompkins	2.	8	0	48	28
Ulster	6.	26	0	15	1
Warren	5.	14	5	17	9
Washington	4.	6	9	22	31
Wayne	1.4	5	0	32	40
Westchester	10.3	14	5	3	10
Yates	1.5	3	5	51	43

The numbers in the 4th and 5th columns, are to be thus understood:—Albany is the 4th in rank, in the scale of pauperism; that is, three counties have each of them more paupers, in proportion to population, than she has; and being the 7th, in the scale of taxation, there are six counties, pay a greater amount in taxes, for the support of the poor, on every hundred dollars, than she pays.

These exhibitions of pauperism and taxation for the year 1822, evincing the greatest disparity between the counties, may be

ascribed to a variety of causes: among the number is the great difference in the valuation of property in some counties, in proportion to the number of souls: Thus New-York with a population of about 130,000 souls, contains property to more than seventy millions of dollars in amount, while Albany county with a population of about 38,000 souls, (being more than one fourth of the whole population of New-York,) owns in amount of property but one tenth, to wit: about seven millions of dollars. Again: the costs and expenses of appeals in some counties more than others, have increased in an equal degree the ratio of taxation in the former. It may be remarked that this ratio of pauperism and taxation is very fluctuating, and remains very seldom the same for even two years in succession. Whether under these circumstances, the suggestion contained in one of the letters received at this department, "that pauperism ought to be relieved in every instance at the expense of the whole community, each citizen bearing his equal proportion according to the value of his property, regardless of the locality or amount of pauperism in any particular spot where chance or circumstances might place it," is entitled to consideration the legislature will determine. There are many views that might be taken of this question, but it has not been considered wise or prudent, under present circumstances, to make it any part of the plan adopted in the bill accompanying this report, and it is therefore thought unnecessary to consider the reasons that might be urged against or in support of the system alluded to.

The next branch of this subject, is the amount of the whole pauper expense which has been borne by the state for several years past.

In the year 1815, according to the returns and estimates received, the whole pauper expense in this state, derived from taxation and the excise duties, amounted to 245,000 dollars. In the year 1819, it had increased to 368,645 dollars, and in 1822, to 470,000. The excise duties, during the year 1822, are computed to exceed 66,600 dollars, and the costs and expenses of justices, overseers, and constables, in examining and removing

paupers, and in other duties incident thereto, together with the expenses of appeals from orders of removal, exceeded 64,450 dollars. This amount of expense, (which, with ordinary management and care alone, would be sufficient to maintain at least 2148 paupers in an alms house for a whole year,) is certainly too large a deduction from our pauper funds, not to call for correction, especially when we consider the benevolent purposes for which our poor laws were professedly instituted. 1796 paupers, among whom were more than 600 children and 320 women were removed (and many of them while sick and diseased,) during the year 1822, to different parts of the state, under orders or warrants of justices, at an expense far exceeding 25,000 dollars; a sum if it had been applied for their support instead of their removal, would have maintained 833 of those paupers for a whole year, being nearly half the number removed. From these orders of removal, there were no less than 127 appeals to the courts of general sessions of the peace, the management and defence of which, cost the litigant parties upwards of 13,500 dollars, a sum equal to the support of 450 paupers for a year.

With respect to the amount necessary for the support of a pauper in an alms house, it appears to be variously estimated, as much depends on the skill, fidelity, and management of the keeper, the number of paupers supported and able to work, the expense of fuel, the contiguity of the institution to a market town, the economy of the house, and the conveniences for agricultural labour, connected with it. It is believed that with proper care and attention, and under favorable circumstances, the average annual expense *in* an alms house, having a convenient farm attached to it, will not exceed from 20 to 35 dollars for the support of each pauper, exclusive of the amount of labour he may perform; while *out* of an alms house, it will not be less than from 33 to 65 dollars, and in many instances where the pauper is old and infirm, or diseased, from 80 to 100 dollars, and even more.

There are few regular and well established poor houses in this state. In the year 1820, authority was given to erect a house

of industry in the county of Rensselaer, and that institution which has been established, and is in full operation, has completely fulfilled, if not surpassed the expectation of its founders.

It would perhaps be proper to mention in this place, that the judicious and satisfactory report made of its management and economy, furnishes very clear and decided evidence of the success of the poor house system.

In the year 1821, a law was passed, authorising the erection of a house of industry at Poughkeepsie; and the report made from that institution confirms the truth of the remark just made, of the great superiority of this plan for supporting the poor. In the year 1822, a similar institution was authorized to be erected in Amsterdam, (Montgomery county, and in 1823, another in Red-Hook, (Dutchess county.) Neither of the two last have, as yet, it is presumed, gone into operation. Besides those enumerated, there are poor houses in the cities of New-York, Albany, Hudson, and Schenectady, from each of which very full and satisfactory reports have been received: and there are also buildings hired or appropriated for the like purposes in the towns of Plattsburgh, Mount-Pleasant, Coeymans, Champion, Brooklyn, Goshen, Newburgh, New-Windsor, Westfield, Southold, Brookhaven, Stillwater, South Salem, Halfmoon, Ballston, and Milton. The following is a comparative view of the average expense of supporting a pauper in each of those poor houses, for the year 1822.

	Dolls	*Cts.*
In New-York the average expense was	32	76
Albany,	36	
Hudson,	41	60
Troy,	29	50
Schenectady,	40	00
Plattsburgh,	51	00
Mount-Pleasant,	26	00
Poughkeepsie,	25	00
Champion,	40	00
Brooklyn,	33	00
Coeymans,	33	00

	Dolls Cts.
Goshen,	26 00
Newburgh,	38 00
New-Windsor,	53 00
Southold,	46 00
Brookhaven,	33 00
Stillwater,	29 00
South Salem,	20 28

Average $35 00

[The average in Westfield, Halfmoon, Ballston and Milton, is not stated.]

In these several poor houses 1987 paupers were maintained during the year 1822.

From the preceding statement, it will be seen, that the average annual expense for supporting a pauper in the alms-houses above mentioned, differs from $20 28 cents to 53 dollars; but it is proper to add, that a variety of circumstances have concurred to render this inequality so considerable, and the legislature are respectfully referred for particulars to the extracts of letters from the supervisors of towns, and superintendents of such institutions, accompanying this report. One circumstance, however, is too striking to be omitted: that all those extracts, with but few exceptions, speak in the strongest terms of the efficacy of the poor house system, the great saving of expense it has produced, and the improved state of the poor, in consequence of adopting this plan for their support.

In most, or all of the towns and villages in the state, where there are no alms-houses, the poor are disposed of by the overseers in one of three ways: *First*, The overseers farm them out at stipulated prices to contractors, who are willing to receive and keep them, on condition of getting what labor they can out of the paupers; Or *secondly*. The poor are sold by auction—the meaning of which is, that he who will support them for the lowest prices, becomes their keeper; and it often happens of course, that the keeper is almost himself a pauper before he

purchases, and he adopts this mode, in order not to fall a burthen upon the town: Thus he, and another miserable human being, barely subsist on what would hardly comfortably maintain himself alone—a species of economy much boasted of by some of our town officers and purchasers of paupers: Or, *Thirdly.* Relief is afforded to the poor at their own habitations.

The expenses for physicians and nurses, in attending paupers, in towns where there are no poor houses, form a very prominent article in the amount of taxation. Pauperism and disease, except in an alms house, are generally found associated together, and hence it is, that this item of expense is so much complained of in the towns just alluded to.

After a full examination of the pauper system, and its various provisions and results, two questions will probably arise for the consideration of the legislature.

The first is—Ought the whole system to be abolished, and the support of the poor left altogether to the voluntary contribution of the charitable and humane. Or,

Secondly. If the system ought not to be abolished, is it susceptible of improvement, and in what mode can it be best effected.

The affirmative of the first proposition, viz. That there ought to be no compulsory provision for the poor, has many powerful advocates. Men of great literary acquirements, and profound political research, have insisted, that distress and poverty multiply in proportion to the funds created to relieve them, and that the establishment of any poor rates is not only unnecessary, but hurtful. It is not the design of this report, nor would it be proper, and certainly it would not be possible in the compass of an ordinary report, to enter into a discussion of the merits of a question which has agitated and divided the most distinguished writers both in Europe and America, and has called forth volumes of facts and arguments in support of both sides of this difficult and perplexing question.

It may, however, be remarked, that there is a wide and manifest difference between the character, habits, and manners

of the population of this country and those of Europe; besides, pauperism there, has become truly frightful, and almost ruinous; for with a population of one hundred and seventy-eight millions of souls, Europe contains no less than eighteen millions of paupers. The poor rates in England, in the year 1819, exceeded thirty-five millions five hundred and fifty-five thousand dollars, and they are stated to be at present, not less than fifty millions. Now, in this country, the labor of three days will readily supply the wants of seven; while in Europe the labor of the whole week will barely suffice for the maintenance and support of the family of an industrious laborer or peasant.

It is worthy of particular observation too, that every state in the union, and many governments in Europe, have adopted a code of laws for the relief and maintenance of the poor; even in China, the laws of the empire have made provision for their support. All this is certainly no slight proof, that the total want of a pauper system, would be inconsistent with a humane, liberal, and enlightened policy. Indeed it can hardly be urged, that the idiot and lunatic, the sick, the aged, and the infant, (and few others, perhaps, should be made the objects of legal support,) ought to be placed in this precarious state for protection and subsistence; and still less will it be pretended, that no provision ought to be made for the education of the children of the poor; and though it is true to a certain extent, that compulsory provision, for the relief of pauperism has a tendency to impair that anxiety for a livelihood which is almost instinctive, and thus to relax individual exertion by unnerving the arm of industry; yet the consequence by no means follows, that all provision of that nature should be abandoned, because individual cases of its abuse might, and perhaps necessarily, would exist. A similar objection could be urged against the adoption of any insolvent system, because it not only produces great improvidence and neglect in the ordinary concerns of life, but it is also frequently the parent of perjury and fraud. All then perhaps that can be done under such circumstances, is to prevent or check, in the best manner that human legislation

can devise, those excrescences that cannot be eradicated from wholesome and necessary systems, without destroying the systems themselves.

Proceeding then upon the necessity and utility of having a pauper system, the remaining question is, "whether our present laws are susceptible of improvement, and if so, in what manner it can be best effected." Before we can apply a remedy with certainty and success, it is necessary to have a distinct view of the existing evils intended to be removed. That our poor laws are manifestly defective in principle, and mischievous in practice, and that under the imposing and charitable aspect of affording relief exclusively to the poor and infirm, they frequently invite the able bodied vagrant to partake of the same bounty, are propositions very generally admitted. Indeed, the full and satisfactory details given by the society for the prevention of pauperism in the city of New-York, and also by the writers of extracts of letters accompanying this report, of the gross abuses which have grown out of these laws, irresistibly force themselves upon the mind, and deserve great attention. Without intending to enter into details, it will be sufficient generally to state, 1st. That our present poor laws, (as has already been suggested) lead to litigation of the most expensive and hurtful kind, in appeals and law suits concerning the settlement, maintenance and removal of paupers, exhausting nearly *one-ninth* of the funds intended for their relief, in the payment of fees of justices, overseers, lawyers and constables, and are at the same time productive of much cruelty in the removal of paupers, frequently at inclement seasons of the year, regardless of the claims of age, sex or condition.

The removal of so many human beings, like felons, for no other fault than poverty, seems inconsistent with the spirit of a system professing to be founded on principles of pure benevolence and humanity. English jurists of celebrity, and among the number, Sir William Blackstone, have reprobated this feature in their poor laws, (and from which ours have been copied) as inconsistent with the genius of a free government, and as being an invasion upon natural and unalienable rights.

2d. The poor, when farmed out, or sold, are frequently treated with barbarity and neglect by their keepers. More than one instance has stained our judicial records, in which it appeared that the pauper had suffered such cruelty and torture from his keeper, as to produce untimely dissolution. The British parliament, the Massachusetts legislature, and almost every writer on the subject of pauperism, have condemned these modes of providing for the support of the poor, as being wasteful in regard of economy, and cruel in regard of the paupers themselves.

3d. The education and morals of the children of paupers, (except in alms houses) are almost wholly neglected. They grow up in filth, idleness, ignorance and disease, and many become early candidates for the prison or the grave. The evidence on this head is too voluminous even for reference.

4th. There is no adequate provision for the employment of the poor throughout the state, and no industrious habit can be effectually inculcated under our present system. This is indeed a very principle defect. Without providing employment for the poor, no system can be productive of much good, either to the public, or the paupers themselves.

Idleness necessarily generates vice, dissipation, disease and crime.

5th. The poor laws tend to encourage the sturdy beggar and profligate vagrant, to become pensioners upon the public funds. The facilities afforded them, in being placed upon the pauper list, operate as so many invitations to become beggars. Overseers not unfrequently granting relief without sufficient examination into the circumstances or ability of the party claiming it, or without the means of ascertaining them.

6th. These laws also hold out encouragement to the successful practice of street beggary.

7th. Idiots and lunatics do not receive sufficient care and attention in towns, where no suitable asylums for their reception are established.

8th. There is an evident want of economy in the disburse-

ment of the public funds, appropriated for the support of the poor in several towns and counties. In one county particularly, (Oswego) the monies raised by tax for the fees of officers, and appeals, exceeded the amount raised for the support of the poor.

Independently of these defects, there are embarrassments attending the execution of those laws, which either prevent their being fully carried into effect, or if resort be had to their provisions, produce enormous expense. The law of settlements has become the most fruitful source of litigation and difficulty. The qualifications necessary to constitute a settlement, are so technical, numerous, and complicated, if not obscure, that even eminent counsel are often at a loss to determine questions arising upon this branch of our pauper system. What then must be expected from the decisions of men, unlearned in our laws, and upon whom their execution is so frequently imposed? It seems therefore, that some plain, and simple rule defining a settlement, ought to be adopted. The penalties inflicted by some of our sister states, upon those who bring, or leave paupers within their jurisdiction, have deterred our officers from executing orders of removal, to take paupers out of this state. Thus the principal object intended to be obtained by the law concerning removals, has been almost wholly defeated; nor is there any adequate provision for preventing the practice of fraudulently introducing paupers into towns, cities, or counties, where they do not belong, in order to charge them with their support, and by these means relieve some other towns or counties from the burthen. Paupers even from the Canadas, are thus introduced among us, and become a heavy charge upon our frontier counties. It may be added also, that boards of supervisors do not possess sufficient means of investigating the accounts for maintaining county paupers, presented to them for allowance against the county. These boards cannot subpoena, nor examine witnesses upon oath, touching the justice of the accounts, nor whether the paupers were in fact county paupers; and as overseers of the poor, not unfrequently feel disposed to cast the support of a pauper, rather upon the county, than upon

their own towns, the want of this power has been severely felt in several parts of the state.

It has been likewise stated that the provision in our laws which directs a town where a pauper becomes chargeable by sickness or accident, to give notice to the town in which he is legally settled, to pay the expense of his relief, is rendered so difficult and expensive in its execution on account frequently of the remote situation of the latter town, that this provision is rendered almost nugatory.

These are some of the embarrassments attending the execution of our pauper laws; and there are likewise other provisions complained of as defective or unjust; as for instance: Overseers are in some cases liable in their individual capacity for monies adjudged against the towns, and warrants are served upon their property to enforce the payment of those monies. This is more peculiarly oppressive as it is doubted whether the overseers thus made chargeable, have any compulsory process against a refractory town for reimbursement: again—It is represented that the removal of a pauper "from constable to constable," till he arrives at his place of destination, gives rise to great expense and trouble, (to say nothing of its cruelty,) much of which might be saved, if the justices could send the pauper the whole distance, under the care of one constable, or (provided it was thought proper by those magistrates,) under the care of a person specially deputed for the purpose, with all the powers of a constable: and it is objected to the whole system of removals, that until the legal settlement of a pauper shall have been definitely ascertained, by legal adjudication, no removal ought to take place; because, when an order is reversed, the like expense and trouble are incurred, by removing the pauper back again, to the place whence he was first taken. In the city of New-York, difficulties have existed in making orders of removal, in cases where, although the county where the pauper was settled was well known, the particular town or towns could not be ascertained with sufficient certainty and precision. Again—it is objected that the provision requiring the assent of a justice

to every order for relief, before relief can be afforded to a pauper, is, in cases of extreme necessity, or sudden sickness, such as women in child-birth, wounds, &c. attended with more delay than is consistent with humanity, especially where the magistrate lives 8, 10 or 12 miles from the place where the necessity of the case requires immediate aid and attention. Some other difficulties are suggested, such as the delay and expense attending the making of an order by the court of general sessions upon a father for the support of his son, and *vice versa;* and it is urged, that they indicate the necessity of conferring that power upon justices in towns. Besides, no provision exists for relieving a person in prison, upon civil process, when his settlement is not in the town where the gaol is placed, while persons charged with crimes are relieved at the county expense.

These and other defects have been suggested to exist in our pauper systems, and they certainly require correction.

Until a system therefore can be devised, which, with economy and humanity, will administer relief to the indigent and infirm, incapable of labor, provide employment for the idle, and impart instruction to the young and ignorant, little hope can be entertained of meliorating the condition of our poor or relieving the community from the growing evils of pauperism. "If these duties are performed," says an elegant writer, "then the increased population of our poor, becomes security, power, glory, and dominion. If they are neglected, danger and ultimate destruction."

To devise such a system, is confessedly a task as arduous as any that falls within the whole range of political and economical experiment; and statesmen of the most profound talents and extensive research, have lamented their inability to provide a full and competent remedy. All the systems that have yet been devised, have only in a greater or less degree, approximated to the end in view, without having ever completely reached it. It is then with the greatest diffidence and embarrassment that the secretary has approached the performance of the last duty imposed by the concurrent resolutions of the honorable the Senate and Assembly, to wit: To prepare for their consideration "a

law, relieving the state from the evils of pauperism, and affording adequate support to such of the poor as ought to become exclusively the subjects of relief."

In obedience, however, to the directions of the legislature, a bill has been prepared and submitted for revision to the Attorney General, and it is now respectfully presented, accompanying this report. Without professing to believe that its adoption will remove altogether the evils alluded to, (for so long as human frailty and vice prevail, the hope would be vain,) it is presumed that it will remove or ameliorate many of them. And it is also confidently believed, that two prominent features of the proposed system, are entitled to much consideration, to wit: First,—It will relieve the poor with greater humanity, and emphatically with more economy, than under the existing poor laws: And, secondly,—It will provide employment for the idle, and compel them to labor, and of consequence put an end to the practice of street beggary. It is obvious, however, that vigilance, fidelity and intelligence, in the officers to whom the execution of this plan is entrusted, are indispensible to those favorable results.

The plan submitted, proposes as improvements to the present pauper system

First—The establishment of one or more houses of employment, under proper regulations, in each of the counties of this state, with a farm of sufficient extent, to be connected with each institution. The paupers there to be maintained and employed at the expense of the respective counties, in some healthful labor, chiefly agricultural, their children to be carefully instructed, and at suitable ages, to be put out to some useful business or trade.

Secondly—That each house of employment be connected with a work house or penitentiary, for the reception and discipline of sturdy beggars and vagrants. The discipline to consist either of confinement upon a rigid diet, hard labor, employment at the stepping mill, or some treatment equally efficacious in restraining their vicious appetites and pursuits.

Thirdly—That the excise duties be increased, and a tax be laid upon the owners of distilleries of whiskey, and other ardent spirits, to compose a fund for the relief and maintenance of the poor.

Fourthly—That *one year's* residence in a county shall constitute a settlement, (except in certain specified cases,) instead of the present difficult and perplexing requisites of a settlement, which are contained in our poor laws.

Fifthly—That all orders of removal, and consequently appeals, be abolished: persons who claim relief, shall receive it in the county where they become sick or infirm—the healthy vagrant shall be commanded to return to the county where he belongs; and upon refusal, shall be sent to the work-house, and there treated according to his demerits. It is believed that no order of removal, under the present system, can be so effectual, and certainly none so economical, as the one here suggested.

Sixthly—That no male person in health, with the use of all his faculties, and being between the ages of 18 and 50 years, shall be placed upon the pauper list, or be maintained at the public expense.

Seventhly—That severe penalties be inflicted upon all those who bring to, or leave in, a county, paupers, not legally chargeable to it.

Eighthly—That street beggary be entirely prohibited—Beggars of this description, to be instantly sent to the work-house; and magistrates shall be subject to indictment and punishment, for any neglect of this duty; and grand juries shall be specially charged to inquire into such neglects, and to present the offenders.

Ninthly—That the expenses of erecting and completing each house of employment, be paid by the county, and raised by tax, in four equal annual instalments.

Tenthly—That persons in prison, on civil process, and their families, shall be maintained, if necessary, at the expense of the county in which they are imprisoned. (For the support of this class of paupers, when imprisoned in towns in which they are not settled, there is at present no legal provision.)

There are several other provisions in the proposed bill; but the foregoing are believed to be the most prominent. It has been supposed unnecessary to state, in this report, the numerous details required to give effect to the system.

From these general views it will be perceived, that the adoption of the poor house plan, in every county, is recommended by the proposed bill; and it may safely be affirmed, that wherever that plan has been fairly tried, the expense of supporting paupers has decreased 33, and in many instances 50 per cent.

Its advantages over every other system for the support of paupers, are manifest. The experience of our sister states, offers such clear and conclusive proof on this subject, that a more particular reference to the information obtained from those states, will, it is hoped, prove not unacceptable.

In *Rhode-Island*, the establishment of poor-houses has diminished the expense of supporting paupers more than one-third, besides improving the condition of the poor, in order, sobriety, cleanliness, and real comfort. Women wholly unacquainted with household work, have been taught to card, spin, and weave, and to perform such kinds of culinary labor, as are required in the families of farmers; and many of them are now respectably settled in life, living upon the fruits of their industry. Religious services, performed on the sabbath, have been very effectual; and from the utmost disorder and inattention, the paupers have become, in an uncommon degree, silent and attentive auditors. Intemperance is wholly restrained, order is preserved, education diffused, and comfort universally seen in those institutions. In *Pennsylvania*, it is agreed, as well by those immediately entrusted with the execution of the poor laws, as by those whose opportunities have enabled them to pay attention to the subject, that the poor-house system is greatly superior to the plan of each town providing for its own poor; and that the expense of supporting the poor, is not only greatly diminished, but superior accommodation is afforded the paupers in their living. Their convenience to medical assistance, and their preservation from idleness and dissipation, are two im-

portant features in the poor-house plan. Several towns in the state of *New-Hampshire*, have, within a few years past, purchased farms, with suitable buildings, farming utensils, and stock, and have placed their poor under the superintendence of proper persons, authorised to compel them to labor. Where a fair experiment of this system has been made, the result has been entirely satisfactory. It was adopted in the town of Londonderry, in the spring of the year 1819; and a saving in expense, of more than one half, in three years, has already been the consequence. Wherever work or poor-houses have been established, in the state of *Virginia*, it was invariably found, that they diminished greatly the number of paupers. Hundreds of persons before, had been found soliciting pecuniary aid, few of whom would take refuge in a poor-house, but in the last extremity. In *Connecticut*, they are satisfied, that the best and cheapest way of supporting and employing the poor, is by the establishment of alms and work-houses. In *Massachusetts*, as appears from a very full and elaborate report, made in the year 1821, to the legislature of that state, by a committee appointed to consider the subject of pauperism, a decided preference is given to the poor-house system. In every county in the state of *Delaware*, there is a poor-house, with a farm attached to it; and the economy and utility of the system there, have been fully tried and demonstrated. The total expense of supporting a pauper in the Newcastle poor-house, in that state, is less than five cents per day. This institution has justly been called "one of the noblest institutions, of the kind, in the world." The legislature are respectfully referred, for further particulars, to the accompanying papers, as illustrating the state of pauperism in Chester, Londonderry and Exeter, in New-Hampshire; the counties of Suffolk, Essex, Middlesex, Plymouth, Bristol, Barnstable, Nantucket, Norfolk, Worcester, Hampshire, Franklin, Hampden, and Berkshire, the city of Boston, the towns of Duxbury, Pepperell, Danvers, Rowley, New-Bedford, Beverly, Roxbury, Newburyport, and Amesbury, in Massachusetts; Newport, in Rhode-Island; Newcastle, in Delaware;

Hartford and New-Haven, in Connecticut; Richmond, in Virginia; Philadelphia, Bucks, and Chester counties, in Pennsylvania.

In England, also, the poor-house system has been tried, with great success, in several districts of country; and other European institutions, such as the work-house or *Rasp-house*, in Amsterdam; the *Salpetriere* and *Bicetre*, of Paris; the houses of industry, at Strasburgh and Hamburgh; and the Great *Hospicio*, or general work-house of Cadiz, have been productive of great benefits, in restraining idleness and beggary, and in relieving the unfortunate and distressed.

So far as the poor-house system has been tried in our own state, it has likewise been attended with success; and a strong and general sentiment seems to prevail in every part of the state, in favor of its adoption. The communication received from many of our public officers, clearly shew, that this plan is far preferable to any other—See extracts of letters received from the following cities and towns, viz:—Centreville, Watervliet, New-York, Albany, Schenectady, Hudson, Greenbush, Ellery, Pomfret, Norwich, Plattsburgh, Troy, Canaan, Homer, Freetown, Harrison, Poughkeepsie, Pawlings, Elba, Hunter, Champion, Brooklyn, Nelson, Sweden, Bristol, New-Windsor, Montgomery, Newburgh, Goshen, Westfield, Ballston, Stillwater, Glenville, Sharon, Broome, Bath, Pultney, Brookhaven, Southold, Big Flats, Plattekill, Hampton, Hebron, Mount Pleasant, and Macedon.

It is confidently believed, that with such a mass of evidence before us, *there can be no hazard in adopting the poor-house system, in every county in the state.* If, however, there is any county, whose small population, in the opinion of the legislature, would not at present warrant the expense, suitable provision might be made, either for exempting it from the operations of the proposed bill, attaching it to some other county, or directing some small building with a farm to be hired as a temporary poor-house.

The next enquiry is, *what will be the probable amount of expense*

of supporting all the paupers in poor-houses, throughout the state. The following comparative statements are respectfully submitted on this branch of the enquiry.

The expense in 1822, of supporting the permanent paupers, was,	$344,800
And for relief to occasional paupers,	125,782
Total,	$470,582

Upon the proposed system of maintaining the poor in alms-houses, the expense is estimated as follows:

6,000 paupers at $30 each,	$180,000
Relief to occasional paupers,	52,500
Total,	$232,500

(Difference $238,082.)

Thus, a saving of more than one half, or of $238,082 *in the support of paupers, would be effected in one year.* But this saving would increase every year, by the gradual diminution of pauperism, and the increased experience of our public officers in the management and economy of this plan. Besides under the present system of poor laws, our taxes, for the support of the poor, double almost in every ten years; and it is fair then to take into view, also, the prospective benefits for a series of years, in a geometrical ratio.

But to the above amount of $232,500, for the support of paupers, upon the proposed plan, is to be added *the expense of erecting and preparing the alms-houses, for the reception of paupers, &c. The estimate will then stand thus,*

Expense of supporting, &c. as above,	$232,500
Say 40 alms-houses, with farms, &c., at $5,000 each. (It is believed the amount is overrated.)	200,000
Total,	$432,500

Thus it is perceived that, even if the amount of expense in providing poor-houses, be added to the expense of supporting the poor, still the amount will be $38,000 *less* than the amount expended for the support of the poor, in the year 1822. But

as the expense of erecting these houses, is not chargeable after they are once completed, the annual saving, by the proposed plan, still remains at more than *two hundred thousand dollars*, after making every liberal allowance for keeping those institutions in repair, &c.

It is believed, that with proper management the *excise duties* would in a few years support in alms-houses, all the poor in the state, without resorting to any other tax whatever.

The *excise duties* in 1822, amounted to,	$66,600
Let them be increased *one fourth*,	16,650
Let an excise duty be laid on distilleries of whiskey, &c. as before suggested,	35,000
Total,	$118,250

This amount, with proper economy, would support for a year, nearly 4,000 paupers, and it is doubted whether a greater number would be supported if the proposed plan should be adopted.

The excise duties received in the town of Greenbush, in the county of Rensselaer, have proved sufficient for the maintenance of all its paupers in the house of industry. Yet before that institution was established, considerable sums were annually raised by tax, in Greenbush, for the support of its poor. So also in the city of Troy, which before the house of industry was erected, raised from one thousand to fifteen hundred dollars every year, for the support of its poor, the excise duties are stated to be fully adequate to their maintenance. Nay the period is not far distant, when that institution perhaps will even prove a source of revenue to the county.

Having thus presented to the legislature, as consisely as the limits of a report would authorise, the information which the experience of this state, and of the other states in the union could afford, (so far as it was attainable,) the secretary respectfully begs leave to refer the legislature to the accompanying abstracts, digests and papers, for such other particulars as could not properly fall within the scope of this report. These will furnish a very valuable and curious body of statistical information, together with many interesting details of the management

and success of the various local experiments, to improve the plan of employing and supporting paupers in the state. The opinions and statements of our town and county officers, reflecting the highest credit upon their intelligence, fidelity, and zeal, have contributed much to the development of the plan proposed for adoption in this report. Whether the remedy here suggested, for the melioration of our present system of poor-laws, is worthy of a trial, must be submitted to the superior wisdom and experience of the honorable the legislature; but the secretary indulges the hope, that with the aid of the materials furnished, and of such others as may be acquired, some system will be devised, by that honorable body, to relieve the state from the enormous pressure of its pauper burthens, and check the growing evils of pauperism among us. Arduous as the task may be, and it has been declared by able statesmen, to be "one of the most difficult problems of government," it is yet believed to be not entirely hopeless. The improved state of society, the diffusion of useful knowledge, by means of common schools, and other seminaries, the vast tracts of territory yet to be reclaimed and cultivated, the spirit of enterprize and habits of industry which so generally pervade our country, the purity of our laws, the excellence of all our civil institutions, and our remote situation from European conflicts, oppression and slavery, offer strong inducements for believing that pauperism may, with proper care and attention, be almost wholly eradicated from our soil; and the attainment of such an object, adding no less to the honor of our state, than to the prosperity and welfare of her citizens, has very justly claimed and received the attention of her legislature.

All of which is respectfully submitted.

J. V. N. YATES, *Secretary of State.*

[*For the documents accompanying the preceding report, see APPENDIX* (B.)

Ordered, That the usual number of copies of the said report, and the bill accompanying the same, be printed for the use of the legislature.

APPENDIX (B.)

DOCUMENTS

ACCOMPANYING THE REPORT OF THE SECRETARY OF STATE, ON THE SUBJECT OF PAUPERISM.

(*Made to the Assembly, on Monday, February* 9, 1824—*Journal, page* 386.)

PART I.

Exhibiting a Table of the Paupers in the several Cities and Towns in the State of New-York, shewing their number and sex, the expense of maintaining and relieving them, the amount of officers fees, costs of removals and appeals, &c., together with such information concerning the existing poor laws, as could be collected from official reports and documents, &c., &c., &c., &c.

A TABLE, shewing the number of Paupers supported at the public expense in the city and county of ALBANY, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

CITY AND TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
*Albany, (City of)	146	Not stated.	66	80	50	8,153 53	900 00	23
Bern	8	9	7	10	18	213 75	Not stated.	.....
Bethlehem	No return.	.....	.....	.....	.....	.....	.....	.....
Coeymans	7	Not stated.	3	4	2	176 00	58 00	.....
Guilderland	10	Not stated.	6	4	2	428 00	28 00	8
Knox	No return.	.....	.....	.....	.....	.....	.....	.....
Rensselaerville	No return.	.....	.....	.....	.....	.....	.....	.....
Watervliet	8	28	22	14	14	781 39	40 00	8
Westerlo	7	4	7	4	2	385 74	32 25	.....

Sums of money raised by tax, in the city and county of Albany, for the support of the poor in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$17,387
1818,	16,187
1819,	13,671
1820,	10,500
1821,	14,816
1822,	11,852
Total,	$84,413

*Of the 146 paupers stated, it is probable many were supported for *a part* of the year only, and many of them also are *transient* paupers, not chargeable to the city of Albany.

GUILDERLAND.

There were eight paupers sent to this town from the town of Knox, by an order of removal from which we appealed, and the appeal is still pending in the supreme court; the costs will probably not be less than $800. I am convinced that a total alteration of the pauper system has become necessary, especially with respect to appeals, removals and settlements. They create an enormous burthen upon the community. [Letter from the supervisor of Guilderland.]

WATERVLIET.

I am of opinion that a county poor-house, in each county, would decrease pauperism, and the expense of supporting the poor. [Letter from overseer of the poor of Watervliet.]

CITY OF ALBANY.

In the city of Albany, 126 paupers were supported *in*, and 20 *out* of the alms-house: 26 of those in the alms-house, employed in cultivating the farm attached to the alms-house, the residue in picking hair and oakum, and in the internal and domestic concerns of the establishment. The labor done, exclusive of what is done by the women, is estimated to amount to $843 37. Of the 126 paupers in the alms-house, 56 are male, and 70 female: between 50 and 60, are men, disabled by sickness, &c. from gaining a livelihood for themselves: 46 are children, under the age of seven years. The salary of the superintendent of the alms-house, is $300; of an overseer of the poor, $100; and two physicians, ($250 each,) $500—Total, $900. Twenty-three paupers have been removed, by order. The farm attached to the alms-house, contains about 60 acres. Many of the paupers are transient, or county paupers, for the support of which the county paid $1790 76.

The prosperity and happiness of a nation, depend upon the industry, economy, and the morals of its people. To promote, encourage, and to protect these three great essentials of national wealth and character, is therefore of the first importance, and ever has commanded the attention of our legislature, under whose auspices our state has advanced, with a steady pace, to the rank it now maintains in the union. By the present system of common schools, sustained by the direct patronage of our state government, a regard for religious and moral obligation is cherished, by diffusing the means of education to the ignorant and poor, thereby elevating the human character, and striking at the root of poverty and vice; and it now rests with the legislature, to proceed in their great work of improvement, by the adoption of a system, that shall tend to ameliorate the condition of such of our species, as shall, by misfortune or otherwise, become the subjects of public charity. Intemperance, in the use of ardent spirits, is now, and it is feared will long remain, a fruitful source of pauperism and misery. Habits of intemperance, it is supposed by many, are not to be conquered by any restraints, which it is in the power of the civil authority to interpose, and that all attempts to effect this object, by increasing the

value of spirituous liquors, will be found vain. I am of opinion, however, that if any measure could be devised, to diminish the use of spirituous liquors, the condition of the poor would at once be improved; for it is doubtless the principal cause of the suffering of a large proportion of the poor; and I have no doubt, that this alarming and increasing evil, will soon fix the attention of the legislature.

From my own observation, I am of opinion, that a very considerable proportion of the poor, who now depend upon charity principally, might be enabled to support themselves entirely. One lamentable fact must be acknowledged, that our numerous charitable institutions, however laudable and proper in themselves, have the unhappy tendency of increasing the number of dependent poor: they are induced too much to rely upon them for support, or at least to believe, that there is no great necessity for their individual efforts for their own maintenance; and it is to be feared that this circumstance may in some degree interfere with any plan that may be devised for the improvement of the condition of the poor.

That there is a radical defect in our poor laws, is but too apparent, from the simple fact, that under our present system, pauperism is a growing evil; and I have come to the conclusion, as the result of all my observation and reflection on this subject, that the erection of houses of industry, is the only effectual mode of improvement. This notion seems to be very general, and as far as I have been able to learn, is the result of all the research, labor and attention, that has been bestowed upon the subject by respectable gentlemen, in this and many of our sister states; and to this end, it will be necessary, that the legislature should *compel* the erection of *houses of employment* in the several counties in the state; or two or more counties, of their population, should be at liberty to associate in the erection of a house of employment: to these institutions, all the poor in the respective counties should be sent—no relief should be afforded to out-door pensioners—this secret mode of relieving poor families, at their houses, is undoubtedly a powerful incentive to many to seek relief, when a little straightened in their circumstances, whose pride would deter them from entering our houses of employment, and thus become publicly and notoriously paupers; and from this rule there should be no exemption, except in cases of inability to be removed. In a large and commodious building, connected with a farm, all who might be sent there, could be employed, either in cultivating the farm, or at such other occupations, as the persons having the superintendence of the institution should direct. A house of correction, or penitentiary, should be attached to this institution, wherein that class of persons, denominated by our law disorderly persons, should be confined and employed, and such other persons as the legislature might direct. This plan would afford to the virtuous and unfortunate poor, an advantage over the intemperate or vicious poor, inasmuch as they might be classed, in reference to cleanliness, sobriety, submission, industry, and faithfulness in their work, and thereby avoid that indiscriminate arrangement, which usually obtains in almshouses.

This is but a faint outline of my ideas of a house of employment. It cannot be expected, nor do I feel competent to go into a minute detail, of what might be supposed the best mode for the internal management of such an institution, either in respect to diet, employment, &c.

Plans of reform, like the one above proposed, when the operation of such reform is expensive, will, as a matter of course, and merely from its novelty, meet with a cold reception: and I am prepared to hear the popular objection, that the erection of these houses of employment, will require the expenditures of large sums of money; I have no doubt, however, (although I have no data in my possession from which I can make any thing like a correct estimate,) that houses of employment may be erected upon the contemplated plan, for a sum considerably less than the amount of the annual tax raised for the support of the poor in the state. Upon this point, however, you will be well informed, and will be enabled to afford such information as will satisfy even the most fastidious; the operation of this plan would have the happy tendency of abolishing the practice of *selling paupers at auction*, which prevails in many towns in our state.

The transmission of paupers from county to county, by constables, is a feature in our poor law which ought to be abandoned. There is so much of barbarity in this disposition of the poor, that I am astonished when I reflect that in a country boasting of its free institutions, a custom so abhorrent to the best feelings of our nature, should have so long obtained; for it will be perceived, that from whatever cause persons may become chargeable, whether from misfortune or otherwise, all are alike submitted to the degradation of a custom which should never be tolerated in a civilized country. The expense consequent upon this mode of disposing of the poor, is enormous; the constable into whose custody the pauper is committed, and whose circumstances in most cases are straitened, is necessarily compelled to rid himself of the pauper, at the least possible expense, inasmuch as he is often in advance for supporting and transporting the pauper for several months, and not unfrequently for more than a year: and then too his account is subject to the test of a most rigid and I fear sometimes an unjustifiable economical regulation of the respective boards of supervisors. In this manner, the unhappy subject of this barbarous practice, is bandied about from constable to constable, not unfrequently from one extremity of our state to another, generally in feeble health, and during the inclemency of the winter season. This practice should be abandoned, and some other mode adopted of charging the town where the pauper may be settled with the expenses of his maintenance, while he may remain chargeable.

The litigation between towns, the fraud and imposition growing out of the present system, such as the common practice of procuring paupers to be set down in cities or towns, when they have no settlement, and various disgraceful resorts for the purpose of avoiding expense are so many additional evidences of the imperfection of the present poor law. Permit me

to state one case of the many which have occurred in this city, within the last six years. A poor unfortunate lunatic, of the age of eighteen or twenty years, was left in our streets in the winter, and in the night, whose feet were in consequence badly frozen; he could give no intelligible account of himself, but from all the circumstances, there was too much reason to believe, that this was one of the tricks frequently resorted to by towns, to free themselves of paupers. This young man was of necessity sent to the alms-house, where he remained several months, and by the mere accidental admission of a stranger, his residence was ascertained.

The intricacy, obscurity and confusion which are found to prevail, in the adjudications upon our own and the English poor laws, appear to me to afford an additional cogent reason in favor of an alteration in our poor law. The settlement of paupers should be more plainly and accurately defined; and perhaps some simple mode of obtaining a settlement like the following would not be improper, viz: 1st. Residence in any city or town, for the term of two years. 2nd. Children so long as they constitute a part of their father's family, to follow the settlement of their father. 3d. Illegitimate children, to follow the settlement of their mother. 4th. Birth, in the absence of all other settlements. This or some other plain rule, would contribute materially to diminish the litigation arising from appeals, which are always expensive, and commonly dilatory in their progress to a final decision. In several cases I have known the costs of prosecuting a single appeal, amount to a sum more than equal to the annual support of all the poor of the town, prosecuting such appeal.

There is another, and to my mind, a prominent defect in our poor laws. I allude to the present mode of supporting foreign poor, or such as have no residence in the state, usually denominated *transient paupers;* they are now maintained at the charge of the county wherein they may become chargeable, and the operation of this rule bears extremely hard upon the counties adjacent to the Hudson river; its operation upon our county, for instance, is extremely severe, in consequence of our local situation: there is a constant influx of foreigners into our city, and this item of expense in our county, during the last year, amounted to rising of two thousand dollars. I do not know how an increase of this class of paupers can be prevented, so long as inducements to emigration are held out by the government of Great Britain. *Nothing, however, can be more unjust than that cities or counties should be burthened with the support of foreigners, merely because they have no settlement elsewhere.* The principle which we have adopted from the English poor laws, that each city or town should support its own poor, presupposes that the place where a person has been long enough to gain a settlement, has had the benefit of his contributions to the commonwealth; and from thence is derived a moral obligation, to support him, when by infirmity he is unable to support himself. This argument it will be perceived, loses its force when applied to the case under consideration; and this principle never can with propriety, be applied to *transient paupers*, or such as have gained no settlement in

the state; *these* poor are emphatically the poor of the state, and should be maintained at the expense of the state; *nothing can be more improper than that four or five counties in the state, should be compelled to support, comparatively, all the foreign poor.*

The sixteenth section of our poor law, refers to the remedy intended to be given to a town burthened with a sick or lame pauper, unable to be removed to his place of settlement, by a notice to the overseers of the poor; this will be found upon examination to be in a good measure ineffectual. Permit me to suppose a case illustrative of my position. A poor person is taken sick or lame in the city of New-York, whose settlement is in the town of Buffalo, all the requisites to charge the town of Buffalo with the expenses of his maintenance, are complied with by the city of New-York; the town of Buffalo is indisposed to defray the expense of his maintenance; thereupon it becomes necessary for the overseer of the poor of the city of New-York, to repair to Buffalo, a distance of 450 miles, with his witnesses to substantiate the claim, to make complaint to two justices of the peace, who are authorised to cause the sums that shall appear to have been necessarily expended in the maintenance of the pauper, to be made of the goods and chattels of the overseers of Buffalo* by a distress and sale of the same; there is no provision that his expenses or those of his witnesses shall be paid, and he is necessarily subjected if inclined to avail himself of his remedy under this section, to expend an hundred dollars, to recover perhaps fifty. This, it is admitted, is a strong case, but you will find upon reflection that in most cases arising under this section, cities or towns are comparatively remediless. [Letter from the overseer of the poor of the city of Albany.]

COEYMANS.

We have no poor house or house of industry. Our mode of managing our poor of late is, *to sell their board and clothing, to the lowest bidder, and have them all supported at one place by one man.* We have formed many new plans for the support of our poor. We have hired each one's board at different places in our town, by the week and by the year; and we have sold their board and clothing to the lowest bidder, at different places by the year. But we find no method of supporting our poor so easy as we now have adopted, both for ourselves and our paupers. [Letter from the overseer of the poor of Coeymans.]

---

* Suppose the overseers had no property to seize, there is no remedy against the town. Besides why should the *individual* property of the overseers be made liable, as the town is not *bound by law* to indemnify them for any sacrifice.

A TABLE shewing the number of Paupers supported at the public expense in the county of ALLEGANY, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Alfred .....No return.	.....	.....	....	....	....	.....	.....	.....
Angelica .....No return.	.....	.....	....	....	....	.....	.....	.....
Almond ..... No return.	.....	.....	....	....	....	.....	.....	.....
Allen .....No return.	.....	.....	....	....	....	.....	.....	.....
Caneadea.....	1	3	1	3	1	82 00	35 00	.....
Cuba.....No return.	.....	.....	....	....	....	.....	.....	.....
Centerville.....	0	4	2	2	1	18 00	8 00	.....
Eagle .....No return.	.....	.....	....	....	....	.....	.....	.....
Friendship .....No return.	.....	.....	....	....	....	.....	.....	.....
Hume	0	3	1	2	0	11 50	3 50	.....
Independence....No return.	.....	.....	....	....	....	.....	.....	.....
Nunda.....	Not stated.	Not stated.	....	....	....	125 51	70 00	1
Ossian .....No return.	.....	.....	....	....	....	.....	.....	.....
Pike.....	3	3	2	4	0	93 38	37 69	.....
Rushford.....No return.	.....	.....	....	....	....	.....	.....	.....

Sums of money raised by tax, in the county of Allegany, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$200
1818,	325
1819,	325
1820,	175
1821,	95
1822,	50
Total,	$1,170

The following towns have funds on hand for the support of the poor, and principally bearing an annual interest, to wit: Angelica $270 22; Almond $350; Hume $40; Independence $578 82; Nunda $174 44; Ossian $23; Pike $175.

CENTERVILLE.

Application is often made to overseers, and relief granted, when *the relations* required by law to give support are sufficiently able. Pauperism is frequently produced by the *constant use of spirituous liquors*, and consequent waste of time. When a tax becomes necessary to be imposed for the support of the poor, *let every retailer or vender of ardent spirits have an addition to his tax, say* 10, 20, 50 *or even an hundred per cent. above any others.* A small lot or lots, house or houses, owned by the town for some classes of the poor to work on, or live in, would be the cheapest way. *Removals* are frequent, and made very expensive, there being no law to fix the bounds of constables fees, &c. *Doctors bills*

against the county are sometimes abominably high and yet allowed. Let all paupers be as free as they now are, to move and remove with A CERTIFICATE, but not to stop and settle without an obligation for their support, from one or more sufficient persons already settled in the town. [Letter from the supervisor of Centerville.]

A TABLE shewing the number of Paupers supported at the public expense in the county of BROOME, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Chenango	4	8	5	7	3	460 00	60 00	5
Colesville	2	2	2	2	0	84 92	15 00	.....
Lisle	2	2	2	2	0	307 85	Not stated.	7
Sanford	1	1	1	1	0	95 47	15 47	.....
Union	1	0	0	1	0	103 00	15 00	.....
Vestal	1	0	0	1	1	80 00	Not stated.	.....
Windsor	1	3	2	2	1	104 21	37 28	.....

Sums of money raised by tax, in the county of Broome, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$680
1818,	600
1819,	1,025
1820,	750
1821,	750
1822,	475
Total,	$4,280

With regard to *poor-houses*, I would observe that I believe there are none in the county. The resident poor have generally been supported in the family of some connexions or acquaintance, who were willing to contribute something toward their maintenance, which will account for the low rate at which the before mentioned poor have been kept. This course has been preferred as being more grateful to the feelings of all concerned. [Letter from the county clerk.]

COLESVILLE.

I think if we had a poor house, the paupers in our town might support themselves. [Letter from the supervisor.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of CATTARAUGUS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Coldspring.....No return.	.....	.....	....	....	....	.....	.....	.....
Connewango.....No return.	.....	.....	....	....	....	.....	.....	.....
Ellicotville.....	0	2	1	1	0	25 00	10 00	2
Farmersville.....	0	0	0	0	0	8 00	8 00	1
Freedom .....No return.	.....	.....	....	....	....	.....	.....	.....
Great Valley.....No return.	.....	.....	....	....	....	.....	.....	.....
Hinsdale .....No return.	.....	.....	...	....	...	.....	.....	.....
Ischua.....No return.	.....	.....	....	....	....	....	.....	.....
Little Valley.....No return.	.....	.....	....	....	....	.....	.....	.....
Olean..... .....No return.	.....	.....	....	....	...	.....	.....	.....
Otto .....No return.	.....	.....	....	....	...	.....	.....	.....
Perrysburgh .....No return.	.....	.....	....	....	...	....	.....	.....
Yorkshire.....	0	1	1	0	0	10 50	9 50	1

Sums of money raised by tax, in the county of Cattaraugus, for the support of the poor, in the years 1819, 1820, 1821, 1822.

In the year 1819,	$397 67
1820,	138 24
1821,	36 91
1822,	68 00
Total,	$640 82

The town of Olean has a fund of $150 accrued from the excise duty. The expense of removing a pauper in Yorkshire, only 6 or 7 miles, in the year 1821, was no less than $23.

A TABLE, shewing the number of Paupers supported at the public expense in the county of CAYUGA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Auburn	17	8	12	13	18	1,066 00	247 00	5
Aurelius	No return.							
Brutus	No return.							
Cato	No return.							
Conquest	1	0	0	1	0	33 32	16 00	
Fleming	No return.							
Genoa	7	0	5	2	0	256 50	25 00	
Ira	No return.							
Ledyard	No return.							
Locke	4	0	2	2	0	356 00	117 00	
Mentz	5	19	11	13	15	456 84	48 44	
Owasco	6	5	5	6	5	189 79	20 25	5
Scipio	No return.							
Sempronious	10	0	7	3	8	600 00	50 00	
Springport	No return.							
Sterling	No return.							
Venice	No return.							
Victory	1	0	0	1	0	30 94	13 50	

Sums of money raised by tax, in the county of Cayuga, for the support of the poor, in the years 1818, 1819, 1820, 1821, 1822.

In the year 1818,	$5,716 70
1819,	5,887 04
1820,	5,674 17
1821,	4,939 19
1822,	4,932 00
Total,	$27,149 10

Of which $27,149 10, the sum of $989 was paid for examinations, orders, &c., and $1,210 for the expense of removing paupers, making together $2,199.

The town of Genoa owns a life lease of some land, of which the annual income is $16. The town of Mentz owns a fund of $328 46.

AUBURN.

In answer to the eighth question proposed in your circular, I have nothing in particular to communicate, excepting that the expenses attending the removal of paupers, appear to have, for several years past, until the last year, been very grievous and nearly equal to all the other charges for supporting the poor. [Letter from the Supervisor.]

A TABLE shewing the number of Paupers supported at the public expense in the county of CHAUTAUQUE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Busti.....No return.	.....	.....	....	....	....	.....	.....	.....
Chautauque.....No return.	.....	.....	....	....	....	.....	.....	.....
Clymer.....No return.	.....	.....	....	....	....	.....	.....	.....
Ellery.....	0	4	1	3	2	7 78	5 00	.....
Ellicot.....	0	9	5	4	5	40 00	25 00	2
Gerry.....No return.	.....	.....	....	....	....	.....	.....	.....
Hanover.....	1	1	1	1	1	50 00	30 00	.....
Harmony.....	0	0	0	0	0	0 0	0 0	.....
Pomfret.....	2	7	2	7	5	166 50	25 00	.....
Portland..... No return.	.....	.....	....	....	....	.....	.....	.....
Ripley.....No return.	.....	.....	....	....	....	.....	.....	.....
Stockton.....	0	4	1	3	2	15 96	12 38	4
Villenova.....No return.	.....	.....	....	....	....	.....	.....	.....

Sums of money raised by tax, in the county of Chautauque, for the support of the poor in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$46 75
1817,	176 27
1818,	195 32
1819,	661 63
1820,	174 63
1821,	415 16
1822,	37 06
Total,	$1,706 82

In the town of Hanover there is a fund of $395, for the support of the poor. And in Stockton a like fund of $31 74.

ELLERY.

The expenses on appeals are enormous; some regulations are certainly necessary to limit them. It frequently occurs, in the removal and transmission of paupers from one place to another, that considerable difficulty and trouble attends, and those concerned rarely fail to make the most of their services. Hence the enormous expenses with which towns are loaded, equal perhaps, in some instances, to the support of the paupers themselves. On the subject of poor houses, or houses of industry, it is to be observed that this section of the state is yet new and with comparatively a thin and scattered population, but it is making rapid progress (every thing considered) towards refinement and wealth, and when the county of Chautauque shall have trebled or quadrupled its

present population, sound policy may dictate the propriety of erecting houses of industry. It is indeed but just and proper that paupers should contribute by their labor and industry, in proportion to their age, health and ability, towards their own support. It is in large commercial and manufacturing cities that houses of industry can be erected, with the greatest propriety and the most decided advantage; and fortunately the people of the United States can reflect with proud satisfaction on their own situation, with respect to the evils of pauperism, when contrasted with the governments of Europe, in the ratio of corresponding population. [Letter from the supervisor of Ellery.]

HARMONY.

We have never had any poor in our town to support by public expense since our town has been organized, and of course no expenses, no tax raised, no paupers removed, and in fine, no expense as to paupers in any way, and I think if the good people would in season, attend to their duty respecting the poor laws, there would perhaps be less complaining. [Letter from the supervisor of Harmony.]

POMFRET.

I suggest the propriety of a *county work house or factory*, being established by law, under the direction of a public agent, so that children and others, that are so unfortunate as to be thrown upon the public, may *be instructed in habits of industry.* [Letter from the supervisor of Pomfret.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of CHENANGO, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Bainbridge ..... No return.	.....	.....	....	....	....	.....	.....	.....
Columbus	0	3	1	2	1	45 56	5 45	.....
Coventry ..... No return.	.....	.....	....	....	....	.....	.....	.....
Guilford ..... No return.	.....	.....	....	....	....	.....	.....	.....
German ..... No return.	.....	.....	....	....	....	.....	.....	.....
Greene ..... No return.	.....	.....	....	....	....	.....	.....	.....
Lincklaen ..... No return.	.....	.....	....	....	....	.....	.....	.....
Macdonough	0	1	1	0	0	10 00	4 00	.....
New Berlin ..... No return.	.....	.....	....	....	....	.....	.....	.....
Norwich	2	3	2	3	0	250 00	45 00	.....
Otselic	0	1	1	0	0	22 50	20 00	.....
Oxford ..... No return.	.....	.....	....	....	....	.....	.....	.....
Pharsalia	0	1	1	0	0	30 00	Not stated.	.....
Plymouth ..... No return.	.....	.....	....	....	....	.....	.....	.....
Preston ..... No return.	.....	.....	....	....	....	.....	.....	.....
Sherburne	8	13	8	13	11	433 19	15 31	.....
Smithville	0	0	0	0	0	0 00	Not stated.	.....
Smyrna	1	1	0	2	0	81 33	Not stated.	.....

Sums of money raised in the county of Chenango by tax, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$493 95
1817,	1,681 34
1818,	2,383 72
1819,	2,055 34
1820,	1,482 19
1821,	1,639 46
1822,	735 35
Total,	$10,471 35

In the town of Columbus there is an overplus of $113 82, of poor monies in the hands of the supervisor. In the town of Macdonough there is a fund of $330 at interest for the support of the poor. And in the town of Smithville a like fund of $150 at interest.

NORWICH.

My opinion is, that the cheapest and best method of supporting the poor would be, to erect a *county poor-house* in each county, and compel all who are able, to labor to the extent of their ability. There are but few who are wholly unable to contribute something toward their support, and certainly the industrious class, should not be compelled to support the idle vagabonds who can, but will not work. [Letter from the supervisor of Norwich.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of CLINTON, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Beekmantown	1	0	1	0	0	45 15	6 25	.....
Champlain	No return.	.....	.....	...	...	...	.....	.....
Chazy	3	0	2	1	0	280 90	4 00	.....
Mooers	No return.	.....	.....	...	...	.....	.....	.....
Peru	No return.	.....	.....	...	...	.....	.....	.....
Plattsburgh	14	Not stated.	6	8	5	720 75	97 67	3

CHAZY.

There is no poor-house or house of industry, but the authorities of the town have for four years past, at the annual town meetings, sold at public sale all the poor of the town; this mode of proceeding, has been the means of lessening the expenses for the support of the poor, from the year 1817, at least two-thirds. For none, except those that are objects of charity, will apply to the town for assistance, and be exposed for sale and liable to labor. The poor in this way are provided for much

better, as the person who bids them in, gives bonds for his faithful performance. In this way, there is no expense charged to the town for services, as the poor masters and justices have nothing to do but make out the bonds. The amount of the services of the overseers of the poor, charged to the town, does not exceed four dollars for the last year. The greatest number of poor on the town and county are foreigners; this part of the country has suffered from that class of people, particularly this town, owing to its situation being so near Canada. [Letter from the supervisor of Chazy.]

PLATTSBURGH.

We have a poor-house and three acres of land which was purchased in 1818; there was raised for that purpose the sum of $600, and the poor were removed to the said house in the spring of 1819. The lot is occupied as a garden, and the male paupers are kept at work in the same, as far as they are able. The females are employed in knitting, sewing and any other work which they are able to do. A female is employed for the purpose of cooking, washing, &c., and is paid wages for the same. The poor masters have the whole under their immediate controul and superintendence.

It is believed the best mode of supporting the poor, would be for each county to purchase a farm and hire a man to take charge of it and the paupers.—As the number of paupers in each town is so small, that it would not be advisable to buy a farm and pay the wages of an overseer, but if each county would do as the above town has thought proper, then as the number of paupers should *increase*, the expense would *diminish*.

Amount of money expended as follows, [in Plattsburgh,]

Town paupers in 1817,	$440 56
County do	448 29
	$888 85
Town paupers in 1818,	$483 44
County do	437 65
	$921 09
Town paupers in 1819,	$309 48
County do	573 88
	$883 36
Town paupers in 1820,	$270 04
County do	380 79
	$650 83
Town paupers in 1821,	$170 34
County do	197 72
	$368 06
Town paupers in 1822,	$292 16
County do	428 59
	$720 75

[Letter from the supervisor of Plattsburgh.]

A TABLE shewing the number of Paupers supported at the public expense in the county of COLUMBIA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

CITY AND TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Ancram	12	73	23	26	21	1,142 43	455 45	9
Austerlitz	13	2	6	9	3	559 51	45 00	1
Canaan	13	0	5	8	1	450 00	50 00	1
Chatham	22	18	17	23	13	782 37	42 00	4
Claverack	15	13	16	12	6	866 00	50 00	3
Clermont	9	0	6	3	0	500 00	47 25	.....
Germantown	10	9	6	13	12	759 76	65 67	1
Ghent	8	0	3	5	4	438 15	52 50	1
Hillsdale	12	2	6	8	4	534 75	10 00	2
Hudson (city of)	28	10	17	21	12	2,064 50	64 50	5
Kinderhook	28	35	28	35	13	1,374 65	274 65	.....
Livingston	9	7	5	11	11	310 00	34 25	.....
New Lebanon	8	2	6	4	6	600 00	35 00	.....
Stuyvesant ..... No return.	.....	.....	.....	.....	.....	.....	.....	.....
Taghkanick	79	Not stated.	42	37	30	1,381 31	89 94	.....

Sums of money raised by tax, in the county of Columbia, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822, 1823.

In the year 1817,	$13,723
1818,	12,925
1819,	12,700
1820,	11,513
1821,	11,163
1822,	9,850
1823,	9,454
Total,	$81,328

ANCRAM.

One of the greatest evils and expenses, is the removal of paupers from town to town, which I trust will be obviated in the contemplated bill. The expense of one appeal was $338 15. [Letter from the supervisor of Ancram.]

AUSTERLITZ.

This town, within a few years, has been greatly burthened with law suits, in relation to the poor. The costs on one appeal alone, in 1820, amounted to above $300. The authorities have almost come to a resolution, to avoid an order of removal, and an appeal in all cases. It appears to me, that the present mode of removing paupers, is liable to many and weighty objections. The first is, that the justices making the order, cannot be considered a disinterested tribunal. They chiefly controul the public concerns of the towns in which they live, and feel all the motives of interest common to the inhabitants in favour of their own town, in

addition to the popularity they may think to secure by lessening its burthens. An order once made, fixes the pauper on the aggrieved town, unless it chooses to embark in a course of expensive and almost interminable litigation. Our state is so large, and consequently the towns frequently so remote from one another, that the very incipient expenses, will exceed the probable charges for maintaining the pauper *during life.* The removal of paupers is generally attended with not only great expense, but great inhumanity. The very fact of their becoming chargeable, pre-supposes either great age or infirmity; and females in the most delicate situation, are frequently sent without the least regard even to their safety, from one end of the state to the other. But in my opinion, the greatest objection, is that a person by intemperance or otherwise, being likely to become a public burthen if he resides in a town not liable to his support, will not receive that superintendence, either of property or person, which he would, if the town were liable. In pauperism, *prevention is better than cure.* It never can be cured, so long as the present practice of *removals* subsists. Reason forbids it. The English law relating to settlements, is allowed on all hands to be *absurd.* Is it a good reason, because a person is born in a town, holds an office, pays a tax, owns a freehold, &c. that he should be supported exclusively by it? *Every healthy person, in our happy country, can support himself.* The towns that permit its inhabitants, by intemperance and immoral habits, to forfeit their property, their health and hopes, ought to support them. Therefore, *residence* for a certain *number of years*, ought to be the principal, if not only ground of *settlement.* Perhaps the better way would be *that every person be supported, where they are permitted to become chargeable.*

Those who are able to labour in this town, are employed in various ways, by those who undertake to support them. The method found most economical is, to dispose of the poor to the lowest bidder for one year, the person furnishing them with necessary food and clothing, extra expenses in sickness, medical attendance, &c. Due care is taken, that the individuals undertaking to support any of the poor, are of sufficient ability, and do actually keep them in a comfortable manner. [Letter from the supervisor of Austerlitz.]

CANAAN.

I would recommend, that the inhabitants of each town purchase a small farm, say to the amount of $1,000, and that some person be employed by the overseers of the poor, *to take charge of the paupers.* Also, that a law be passed to prevent litigation between towns, respecting *the settlement of the poor.* [Letter from the supervisor of Canaan.]

GHENT.

There is no *poor-house*, nor *house of industry* in our town. We have our poor kept by the week. Children from two to seven years old, from 25 cents to 56 cents per week. Aged paupers, we pay from 50 cents to $1 25, per week, for board and clothing. We are informed that the

legislature have it in contemplation, to pass an act to build a *poor house in each county*. To this we are *decidedly opposed* as the plan we have adopted to support our poor, is the best we can devise. We find that our poor tax is reduced annually, and that the sum of $200, will be quite sufficient to support our poor. And we wish to retain our present privilege, that is to support our own poor, in our own way and not to be associated with any other towns, or the county. We would suggest an improvement, that we think can be made in the poor laws, as respects *appeals*. The present law is attended with great delay, unnecessary expense, and costs. We think if *three men were appointed in each county*, with full powers, finally to decide and determine all matters of dispute that are now, or at any time may be, the subject of appeals under the present law. Also, to explain the law respecting *people of colour*, as for instance, when the father is a freeman, and the mother a slave, living in one or two towns, and the children become paupers, how they must be supported, which is a subject of much dispute, and has created much difficulty. [Letter from the supervisor of Ghent.]

TAGHKANICK.

The town of Taghkanick, being a manor town, and the tenants hold their lands by life leases and short leases for a few years, some for two or three years, at a time, giving the tenant no encouragement to make any improvements, and so changing tenants very often, which causes all kinds of people to lodge themselves in our town; and after renting a small farm for two or three years, their property is distrained for rent and sold, leaving them destitute of property, and by these means we are burthened with a great number of paupers, especially in the winter season, as they provide small supply for winter. Some families of six, eight, or ten in number are relieved by giving them flour, sauce, shoes, &c. at different times. It would therefore be very difficult to give you a correct statement as to the length of time they are supported in a year, and the number of children, &c. [Letter from the supervisor.]

CITY OF HUDSON.

Amount of taxes raised for the support of the poor, for the last six years.

In the year 1817,	$5,000
1818,	4,000
1819,	4,000
1820,	3,000
1821,	3,000
1822,	2,000
Total,	$21,000

The only funds, exclusive of taxes, is derived from licenses, and amounts to about $100 per annum. Eight thousand dollars of the taxes, raised the last six years, has been expended in the erection of an alms-house. This house was erected in 1818; sufficiently capacious for all county paupers, in addition to those of the city of Hudson. A reformation was commenced in the year 1818, in the management of the concerns of the poor, which has, with little interruption, gradually progressed to this period, in lessening the expense, and at the same time improving the condition of those had in charge. The number supported in the alms-house, since its erection has been annually about thirty-five, and the expense has been about 80 cents per week for each, including every charge, except the interest on the cost of the house. An increased number of paupers would diminish the average expense, the building being much larger than is necessary for this place. The number and description of persons, that have been supported, has not enabled the city to derive much from the performance of labor, as a majority of those in health, has often been necessary to take charge of the sick; hence no other employment has been devised, than that of picking oakum, together with the care of the garden, by the men, and spinning by the women. The income from the labour of the paupers, has not exceeded $200 in any one year.

As to the general government of the house, it is only such as would at once suggest itself on the slightest reflection. Paupers are not permitted to go abroad at all, unless the business of the house require it. Ardent spirits is interdicted, unless ordered by the physician; of clothing, an abundance is provided, that cleanliness can be ensured, and regularly enforced. Food is furnished as follows:

Soup, with little meat and abundance of vegetables,	3	times	each week.
Codfish and potatoes,	2	do	do
Pork and pease or beans,	2	do	do

Rye, or pea coffee, with bread and butter for breakfast—Pudding and milk, or molasses for supper—An unlimited use of bread and vegetables, at regular meals, but meat dealt out with exactness, and in small quantities. This course pursued with the utmost regularity ensures health to the paupers—the amendments that suggest themselves are these.

Authorise the justices to confine and compel persons to support their families who neglect it; this authority is not exercised by implication, or from English practice. Compel overseers of poor, to support persons belonging to their own town confined in jail, as county towns are now burthened with the trouble, and often the expense, because there is no statute to that effect: Continue overseers of poor three years, unless removed for incompetency or misconduct, by the county court: *Make it obligatory on each county, to provide a work-house, with tread mill, &c. and place for support of poor.* [Letter from superintendents.]

A TABLE shewing the number of Paupers supported at the public expense in the County of CORTLAND, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Cincinnatus	0	1	1	0	0	19 60	3 00	.....
Freetown	0	2	1	1	0	9 00	3 00	.....
Harrison	0	2	1	1	0	21 84	9 00	.....
Homer	0	15	3	12	10	364 04	55 62	.....
Preble	2	0	1	1	0	110 00	12 50	.....
Scott	2	Not stated.	0	2	0	90 00	Not stated.	.....
Solon ..... No return.	.....	.....	....	....	....	.....	.....	.....
Truxton	3	4	3	4	3	220 72	45 37	.....
Virgil ..... No return.	.....	.....	....	....	....	.....	.....	.....
Willett ..... No return.	.....	.....	....	....	....	.....	.....	.....

Sums of money raised by tax, in the county of Cortland, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$1,012
1818,	630
1819,	1,630
1820,	775
1821,	575
1822,	412
Total,	$5,034

HOMER.

The county hires a house for the *county* poor; three county paupers are supported therein. The house is under the care of one of the overseers of the poor of Homer, who is paid $15 yearly, by the county, for the use of the house. The board of supervisors pay him annually, whatever they think is reasonable under the circumstances of the case, for the support of such county paupers as may have been sent to him, during the last year, from the different towns in the county. It is suggested that every town, whenever a pauper is removed by warrant, that the expense of removing the pauper to his place of residence, and also that the justices issuing the warrant, be authorised at their discretion *to depute* any person other than a constable, to execute the warrant, and that the person executing the same by special deputation, be protected by his process, to the same extent that the constable would be. [Letter from the supervisor of Homer.]

FREETOWN AND HARRISON.

We have a county overseer of poor, appointed by the board of supervisors, *who furnishes a house* for the accommodation of the poor of the county. He agrees to take in paupers and put such to work as are able

to labor, and whatever they earn, he is under obligation to deduct from the expense of their board. From this method we are led to believe, that we receive a handsome saving.—*The bare name of a county work house, appears to strike a dread on paupers;* and when sent to said house, the overseer informs us that he is not troubled with their company but a short time. We consider that we get ample amends for the rent we pay for said house. [Letters from the supervisors of Freetown and Harrison.]

TRUXTON.

I would suggest to you, that it is observable that a great proportion of our paupers are produced by *intemperance* in the too frequent use of spirituous liquors. [Letter from the supervisor.]

A TABLE shewing the number of Paupers supported at the public expense in the county of DELAWARE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Andes	2	1	1	2	0	91 00	4 50	.....
Bovina	0	2	0	2	0	29 39	Not stated.	.....
Colchester	0	9	4	5	2	50 50	7 00	.....
Davenport	2	1	1	2	1	122 25	7 81	.....
Delhi	7	1	4	4	1	369 82	74 26	.....
Franklin	1	1	1	1	0	98 94	15 00	.....
Hancock	4	0	2	2	1	160 00	13 00	.....
Harpersfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Kortright	3	7	4	6	6	179 41	85 36	5
Masonville	1	0	1	0	0	63 00	4 50	.....
Meredith	6	1	2	5	4	253 37½	Not stated.	.....
Middletown.....No return.	.....	.....	....	....	....	.....	.....	.....
Roxbury.....No return.	.....	.....	....	....	....	.....	.....	.....
Sidney.....No return.	.....	.....	....	....	....	.....	.....	.....
Stamford	2	3	2	3	3	91 00	10 00	1
Tompkins.....No return.	.....	.....	....	....	....	.....	.....	.....
Walton	2	7	3	6	7	126 12½	28 00	1

Sums of money raised by tax, in the county of Delaware, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$678 30
1817,	974 45
1818,	1,045 32
1819,	1,391 29
1820,	1,119 16
1821,	1,421 66
1822,	1,393 95
Constables fees for removing paupers during the said years,	875 00
Total,	$8,899 13

The town of Meredith has a fund of $450, for the support of the poor. And the town of Stamford has a like fund of $320 dollars.

FRANKLIN.

There is no poor house, nor house of industry in said town or county of Delaware; and in answering the last inquiry of the Secretary, it may be observed that the object intended by the legislature, (which was probably to lessen or abolish all expenses on appeals, transportations, and also the hardships in separating parent and child) does not affect this town, as those evils happen not to have existed in this town the preceeding year. Yet if the enquiry went back to any preceding year, a few cases giving a character to cruelty and expense, could be found. In the years 1818 and 1819, a man between 70 and 80 years of age, travelling through the town, fell sick, and was partially deranged.—From the best account that could be gathered, he was thought to belong to New-Berlin, to which town he was removed. It turned out, that he did not belong there, and this town had to pay the expense of keeping him there, with some cost on appeal, and bring him back. On a re-examination, it was thought he might belong to the town of Williamstown, in Massachusetts, and their existing laws laying heavy penalties on any person bringing poor persons to that place, gave rise to the propriety of taking him there in a clandestine manner. He was decoyed there in the night, and left, the Lord knows where, *old, deranged and infirm!* It would seem that a poor house or house of industry, either in the town, or county, would in a great measure, deter many persons from applying for relief, except in cases of absolute necessity. In fact necessity will only drive them to such a house; while the present mode affords to the poor, boarding with some of their relations, and many times at home. It gives encouragement to the indolent not to use their utmost exertions to avoid a state of poverty. And since our adjoining states have passed penal laws to prevent paupers from being brought there from other states (although ever so legally settled there) *the greater part of the system of transportation falls to the ground.* It might as well be made to apply generally to towns, *and the unfortunate poor to become chargeable wherever misfortune overtakes them.* Penal laws cautiously guarding against all impositions which may be got up by towns, of hurrying paupers from town to town, or it might be best to abolish only certain parts, relating to the transportation of the poor. [Letter from the supervisor of Franklin.]

STAMFORD.

The people of Stamford are very well satisfied with the poor laws as they now are. We should be apprehensive that any alteration in the system, might operate injuriously to our interests. Especially we hope that the legislature will not make it *compulsory* on any towns, or grant liberty to counties to erect houses of industry. We think that the legislature went far enough last session, in giving this power, to those towns that should wish to exercise it. It would be a detriment to this town, for in-

stance, to contribute to the expense of erecting a poor house in this county. We should first lose our funds, and then we should be driven to taxation, and at last the poor could not be so cheaply, and I may add, so comfortably supported. I do not think, that a majority of the supervisors of this county, would sanction a measure of this kind; unless required to it, but at all events, it is to be hoped that they may not have the power. As it is with this town, so I have reason to believe, is the case with country towns in general, in respect to houses of industry. [Letter from the supervisor of Stamford.]

WALTON.

Our general practice of assisting the poor, is when there is a family needy in order to prevent their being thrown on the town, our poor masters are requested to give them occasional assistance, and find good places for them to put their children to service. [Letter from the supervisor of Walton.]

A TABLE shewing the number of Paupers supported at the public expense in the county of DUTCHESS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Amenia	No return.							
Beekman	23	10	15	18	11	798 00	128 00	3
Clinton	19	4	10	13	13	654 00	60 00	4
Dover	No return.							
Fishkill	59	12	35	36	28	2,189 51	332 30	12
Freedom	28	6	12	22	16	850 00	100 00	6
Hyde Park	23	20	17	26	12	1,018 00	84 00	
Milan	No return.							
North-East	10	4	8	6	6	600 00	Not stated.	
Pawling	27	6	17	16	13	860 00	224 00	
Pleasant Valley	16	6	9	13	7	1,085 00	596 .5	
Poughkeepsie	76	68	61	83	37	2,639 11	720 58	54
Pine Plains	16	18	14	20	17	552 81	Not stated.	2
Redhook	No return.							
Rhinebeck	16	Not stated.	6	10	6	797 19	55 00	1
Stanford	27	3	16	14	15	1,080 00	246 00	
Washington	No return.							

Sums of money raised by tax, in the county of Dutchess, for the support of the poor, in the years 1815, 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1815,	$12,200
1816,	12,802
1817,	15,775
1818,	16,600
1819,	15,250
1820,	16,550
1821,	16,685
1822,	16,044
Total,	$121,906

Note.—From the year 1814 to 1822, there were no less than 96 appeals entered in the courts, averaging $50 each appeal. [Letter from the clerk of Dutchess county.]

BEEKMAN.

Previous to the year 1820, the poor of our town were kept by individuals, one, two or three in a place, by persons who would keep them the lowest, at the average expense of $35 each, and their clothing furnished at the expense of the town. Since the year 1820, we have contracted with one man to keep *all* the paupers, and he to furnish them with clothing, at $32 each, for those over 12 years of age, and those of 12 and under, $16 each. [Letter from the supervisor of Beekman.]

FISHKILL.

The overwhelming source of pauperism in this state, and that which is the most difficult of all others, to controul, as it flows through every department, and avenue in life, is the immoderate use of intoxicating liquor. In searching out the cause of infant pauperism throughout the county, more than two thirds of the cases, I presume may be traced to this prevailing evil; and a great number of the *adults* to the same cause. [Letter from the supervisor of Fishkill.]

HYDE PARK.

We have no house of industry. *I hope there never will be one as it is termed.*—No plan (in my opinion) could be devised which would tend *to increase pauperism in a greater degree than that what is commonly called a house of industry.* [Letter from the supervisor of Hyde Park.]

PAWLING.

By making *all the poor of a county* chargeable to the county, and supported at the *county poor-house*, the expense would be *lessened.* In my opinion *one sixth* of the monies raised in this town, within the last six years, has been expended in *appeals*, in *orders of removal* and *other charges of officers*, &c. If we had *a poor-house*, under good regulations, many of the paupers might nearly support themselves. [Letter from the supervisor.]

NORTH EAST.

We would recommend that when an order of removal is made, to another state, the constable of the town, where the order is made *should transport the pauper out of the state, at the expense of the state*, if the order be valid, &c. *The present mode of removal is hard upon the frontier counties.* Our poor are put out annually by the overseers on the best terms they can make, with such citizens of the town as in their opinion will do them justice, who are entitled to the labor of such as are able to perform any; and are bound to provide them a decent and comfortable support, clothing, &c. at the expense of the town, under the superintendence of the overseers. [Letter from supervisor, justice, and overseers of the poor.]

POUGHKEEPSIE.

There have been 144 paupers, supported in this town, during the last year—76 for the whole year, and 68 partially through the winter—50 have been kept in our house of industry, and 26 out on small allowances. Those kept in the house have been employed in cooking, washing, spinning, picking oakum, &c. and in husbandry. The value of labor will amount probably to $400. There were 27 males, 23 females, 18 blind, lame, or otherwise disabled by sickness or disease, and 17 children among the number. The average expense of those kept in the house, about $25 *each per year, their labor included.* Our paupers have encreased about one-third, but it is calculated that our house of industry affords an opportunity to economize, and to support our paupers *at least* 50 *per cent less than formerly, and when they were billetted out.* [Letter from the supervisor.]

I have been for several years past, an overseer of the poor, (of Poughkeepsie.) From all the observations I have been able to make, respecting pauperism, I am decidedly of opinion, that a great portion of the paupers are *voluntary* in consequence of drunkenness, idleness and vice of all kinds. I have known such wretches to boast that they would use their earnings to gratify their dissipated appetites, &c. and the town would be obliged to maintain them, when unable to work. If a distinction was made by law, between *voluntary* and *involuntary* paupers, it might prevent the evil complained of. Much also might be saved by preventing the *removal* of paupers from different towns, and making it a common interest, &c. Great sums are expended for examinations, orders, removals, appeals, &c. [Letter from J. Nelson.]

A TABLE shewing the number of Paupers supported at the public expense in the county of ERIE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Amherst	0	2	1	1	0	20 37	7 00	.....
Aurora ..... No return.	.....	.....	....	....	....	....	.....	.....
Alden ..... No return.	.....	.....	....	....	....	.....	.....	.....
Boston	Not stated.	Not stated.	....	....	...	30 00	30 00	.....
Buffalo ..... No return.	.....	.....	....	....	....	....	.....	.....
Clarence ..... No return.	.....	.....	....	....	....	.....	.....	.....
Collins	Not stated.	Not stated.	....	....	....	20 25	8 25	.....
Concord	Not stated.	Not stated.	....	....	....	8 25	8 25	.....
Eden	Not stated.	Not stated.	....	....	....	3 50	3 50	.....
Evans	0	3	1	2	1	72 00	14 70	3
Erie	0	3	2	1	1	44 00	13 00	3
Hamburgh ..... No return.	.....	.....	....	....	....	.....	.....	.....
Holland	Not stated.	Not stated.	....	....	....	5 50	5 50	.....
Sardinia ..... No return.	.....	.....	....	....	....	.....	.....	.....
Wales	0	1	1	0	0	17 00	Not stated.	.....

In the town of Amherst there is on hand a fund $113 08, for the support of the poor. In the town of Boston, a like fund of $205. In the town of Concord, a like fund of $140. In the town of Evans, a like fund of

$56 13. In the town of Holland, a like fund of $54 86; and in the town of Wales, a like fund of $200 40.

CONCORD.

There is one important fact, that has come within my knowledge, as supervisor of this town, that is, *poor persons have been and yet are confined by their creditors in the county gaol, under the control of the sheriff of the county, who is bound to keep them; and such persons have been in a very poor and suffering condition.* These persons are of course then, paupers of some town in the county; but the town where they belong, has no authority to take them from the hands of the sheriff. Neither does the act for the relief and settlement of the poor, oblige the overseers of such town, to support them in gaol in another town, nor will any law draw from the state or county, any funds for the support of such poor persons; nor does the board of supervisors of the county, think itself justifiable in auditing or allowing accounts for such support. [Letter from the supervisor of Concord.]

EDEN.

I will answer the eighth question by asking one. Please to set down in your mind the number of paupers generated by spirituous liquors in this state, and then combine all the misfortunes that human nature is subject to, and see what they will produce. Strike the balance and see which is the most prolific in creating paupers. I think it is a fact also, that there is a needless expense in examining paupers, as to their residence. [Letter from the supervisor of Eden.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of ESSEX, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Chesterfield	2	0	2	0	0	112 92	2 00	.....
Crownpoint	No return.	.....	.....	.....	.....	.....	.....	.....
Elizabethtown	1	0	0	1	0	157 50	7 50	.....
Essex	No return.	.....	.....	.....	.....	.....	.....	.....
Jay	No return.	.....	.....	.....	.....	.....	.....	.....
Keene	0	1	1	0	0	27 50	7 00	.....
Lewis	No return.	.....	.....	.....	.....	.....	.....	.....
Minerva	0	1	0	1	0	29 12	26 00	.....
Moriah	2	1	1	2	0	123 40	9 00	.....
Schroon	No return.	.....	.....	.....	.....	.....	.....	.....
Ticonderoga	No return.	.....	.....	.....	.....	.....	.....	.....
Westport	1	2	1	2	0	212 25	20 25	1
Wilmington	No return.	.....	.....	.....	.....	.....	.....	.....
Willsborough	No return.	.....	.....	.....	.....	.....	.....	.....

No poor house nor house of industry in the county.

The sum of $1,110 was raised by tax in Essex county, for the support of the poor, in 1823.

A TABLE, shewing the number of Paupers supported at the public expense in the county of FRANKLIN, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Bangor	0	0	0	0	0	0 00	0 00	.....
Chateaugay	Not stated.	Not stated.	....	....	....	37 65	Not stated.	.....
Constable	1	2	1	2	0	145 46	12 50	2
Dickenson	0	3	0	3	2	436 00	350 00	1
Fort Covington	1	1	1	1	0	213 48	30 50	.....
Malone	1	5	2	4	0	207 92	20 50	.....

In the town of Chateaugay there is on hand a fund of $81 50, for the support of the poor.

A TABLE, shewing the number of Paupers supported at the public expense in the county of GENESEE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Alexander	0	Not stated.	....	....	....	22 00	2 00	.....
Attica	No return.	.....	....	....	....	.....	.....	.....
Batavia	5	10	6	9	5	241 70	44 87	.....
Bethany	1	0	1	0	0	124 91	21 11	.....
Bergen	No return.	.....	....	....	....	.....	.....	.....
Bennington	0	3	1	2	1	5 00	Not stated.	.....
Barre	No return.	.....	....	....	....	.....	.....	.....
Byron	No return	.....	....	....	....	.....	.....	.....
Castile	No return.	.....	....	....	....	.....	.....	.....
China	No return.	.....	....	....	....	.....	.....	.....
Clarendon	No return.	.....	....	....	....	.....	.....	.....
Covington	No return.	.....	....	....	....	.....	.....	.....
Elba	1	1	0	2	1	62 16	6 75	.....
Gaines	No return.	.....	....	....	....	.....	.....	.....
Gainesville	3	3	3	3	3	150 00	50 00	.....
Le Roy	5	13	7	11	4	440 00	50 00	.....
Middlebury	No return.	.....	....	....	....	.....	.....	.....
Murray	No return.	.....	....	....	....	.....	.....	.....
Northton	No return.	.....	....	....	....	.....	.....	.....
Oak Orchard	No return.	.....	....	....	....	.....	.....	.....
Orangeville	1	2	0	3	3	71 60	19 00	.....
Pembroke	8	1	3	6	3	461 55	22 50	.....
Perry	No return.	.....	....	....	....	.....	.....	.....
Ridgeway	No return.	.....	....	....	....	.....	.....	.....
Stafford	No return.	.....	....	....	....	.....	.....	.....
Shelby	6	0	2	4	4	100 00	20 00	.....
Sheldon	No return.	.....	....	....	....	.....	.....	.....
Warsaw	0	2	1	1	0	38 50	10 00	.....
Wethersfield	No return.	.....	....	....	....	.....	.....	.....
Yates	No return.	.....	....	....	....	.....	.....	.....

Sums of money raised in the county of Genesee, by tax, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,		$967
1817,		895
1818,		1,295
1819,		2,335
1820,		2,148
1821,		1,166
1822,		1,462
	Total,	$10,268

In the town of Alexander there is on hand a fund of $99 87, for the support of the poor. In the town of Bennington, there is a like fund of $150. In the town of Elba, there is a like fund of $185; and in the town of Warsaw, a like fund of $250.

ALEXANDER.

I would suggest for consideration, the propriety of having all accounts of overseers of the poor, for the support of foreign paupers, examined and adjusted, by a town board, to consist of the supervisor, town clerk, and one or more magistrates, who would be better able to judge of the equity of such accounts than the board of supervisors. And it should be the duty of said town board, to meet at a certain time and place, a little previous to the annual meeting of the board of supervisors, (and at any other time they should deem expedient) and examine and adjust all the accounts of overseers of poor, for the relief of foreign paupers, and certify under the oaths of their respective offices, that the said accounts (after being adjusted as aforesaid) are just and reasonable, and a proper and legal charge against the county. [Letter from the supervisor of Alexander.]

BENNINGTON.

I take the liberty to say, that many facts have fallen under my observation, that might be proper to state, shewing the defects of the present system, but as they are of such nature as will be discovered, I think proper to omit them mostly, and will only add, that I have seen a very unequal distribution of justice in consequence of the difficulty of removing paupers, that never gained a residence in the state; and the justices perhaps, with more caution than mercy, allowed paupers to suffer extremely, rather than afford the necessary relief, or make an order for removal, for fear they might be returned; while others have been removed in a situation very improper, not able to sit up, to throw the expense on other towns, where no doubts were entertained. And on the other hand, where towns have been in possession of large funds for the support of the poor, extravagant charges have been allowed, and the towns stripped of their funds, very unjustly, and the principal part paid to justices, and overseers, for their services. And I think I may venture to say, in country towns like ours,

more is expended in paying the fees of the different officers for managing the concerns of the poor, than in supporting the poor. [Letter from the supervisor of Bennington.]

ELBA.

I would suggest the propriety of inserting a clause, in the law, requiring at least *one house of industry*, to be erected in each county, for the reception of paupers. [Letter from the supervisor of Elba.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of GREENE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls Cts.	*Dolls. Cts.*	
Athens	6	5	5	6	3	500 00	66 37	.....
Cairo.....No return.	.....	.....	....	....	....	....	.....	.....
Catskill	25	Not stated.	10	15	8	1,302 69	104 00	.....
Coxsackie	11	11	12	10	11	512 92	Not stated.	.....
Durham.....No return.	.....	.....	....	....	....	....	.....	.....
Greenville	18	Not stated.	10	8	7	857 25	361 00	4
Hunter	4	Not stated.	3	1	0	147 50	Not stated.	.....
Lexington.....No return.	.....	.....	....	....	....	....	.....	.....
New Baltimore	15	0	6	9	3	953 00	250 00	.....
Windham.....No return.	.....	.....	....	....	....	....	.....	.....

Sums of money raised by tax, in the county of Greene, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$3,290
1817,	3,790
1818,	3,699
1819,	3,450
1820,	3,900
1821,	3,550
1822,	3,225
Total,	$24,904

CATSKILL.

This town has, for several years, kept a *temporary poor-house*, (a hired building. destitute of land, yard, garden, &c.) It was abandoned May 1st, 1823. It did not answer any further purpose, than to allure the indolent and intemperate, as to a retreat, where idleness and vicious habits, could not be corrected or restrained by legal means, or industry be kept on foot

by warranted coercion. It is now the business of the poormasters, to put out the paupers, to persons who will support them for the smallest sum, by the year or otherwise. A certain portion of the poor, may always perform some labor or business. A farmer may find employ for a boy or girl, or a man at most times, and can do much better with them individually, than they could be treated in a body of them, embracing disease, vice, profanity, &c. In conclusion, I venture to suggest the necessity of ascertaining with more precision and ease, *the settlement* of paupers. Where the enquiry upon the examination of the pauper, goes to ascertain the legal settlement of a father, it rarely happens that the child (being the pauper) can say with certainty, that the father had purchased, and *paid for* a real estate, so as to gain a settlement. 2dly. Instead of an immediate removal of a pauper, belonging to another town than that where he may come to reside, or be taken sick, lame, &c. upon the warrant or orders of justices, let a notice be given to the poor-masters of the town, where the settlement of the pauper appears to be from examination. And thus give the town, legally chargeable, the means of removing the pauper in the best manner they may devise to their own town. Or, upon such notice, *to appeal*, and settle the question of residence *before the removal of the pauper*, leaving the town liable to the paupers support, from the time he became chargeable. This in all controverted cases would avoid the expense of removal, and in the event of a successful appeal, to a *re-removal* of a pauper, and perhaps a large family. 3dly. To enable any officer *or other person* employed by the poor-master, of any town, to carry the pauper by such route, as he may think best, to the place of legal settlement of the pauper, if within this state. [Letter from J. Pinkney, Esq. clerk of the board of supervisors.]

GREENVILLE.

This town for a few years past, have sold their paupers at public auction, on the day of the town meeting, and those who purchase, give in proportion to the supposed ability of the paupers for labor. There are some, however, who are entirely incapacitated for labor, in consequence of disease; there are others again, capable of occasional labor, probably enough to earn their bread. I cannot state, with any degree of certainty, how many are actually employed in labor, and the degree of actual or occasional competency for the same. Those who purchase, are generally farmers, and the labor of the paupers is such as is usual for farmers. The greatest difficulty attending the present system, is the want of more precision, and more definitely expressed, on *settlements*. [Letter from the supervisor of Greenville.]

HUNTER.

Our population is composed of several people of the lower class, many of whom are in indigent circumstances, and generally have large families. In looking through the town, I have often thought, that at no distant day,

we should have *a much larger number to support*, unless some system is devised *to compel the healthy pauper to labor*, while the feeble and infirm, are comfortably provided for. Every pauper has more or less relations in the town, who seem to feel that it is a fine thing to get some money from the town, and yet keep the poor themselves. They dread the idea of their being sent to a house of industry, because they lose the money they draw from the town. Hence they raise a clamor against such a project, and enlist with them all the connexions of the pauper, his neighbors, &c. and the plan is defeated. I cannot forbear relating an incident which occurred the last month. Our poor are by a vote of the town, let to the lowest bidder. N—— T——, is husband to an active woman, who is able and willing to support him. She has living with her, two sons by a former husband, who own and manage the farm upon which they all live. These sons contrived to have old N—— T—— thrown upon the town, and last year they kept him themselves at a dollar per week. This year he was bid off by another man (as the sons wished to get a greater sum.) The man who bid him off, went the next day with his team to get old N. T. but the sons and wife refused to give him up, alleging *there was no law to separate man and wife!* and that they had concluded to keep him themselves for a dollar a week! Our overseers are prudent enough to keep aloof from them, and leave him as they ought to do, *to support him themselves.* [Letter from the supervisor of Hunter.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of HERKIMER, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Columbia.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Danube.....	6	2	3	5	0	250 00	50 00	.....
Fairfield.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Frankfort.....	6	23	12	17	5	143 35	Not stated.	23
Germanflatts.....	6	15	13	8	5	842 00	Not stated.	.....
Herkimer.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Litchfield	2	8	4	6	3	145 75	118 47	6
Manheim	3	0	1	2	0	219 76	Not stated.	.....
Newport	3	10	4	9	5	215 00	35 00	1
Norway.....	1	2	0	3	0	100 95	Not stated.	.....
Russia.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Salisbury.....	8	3	7	4	3	222 68	24 00	.....
Schuyler.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Warren	4	0	2	2	0	173 58	20 60	.....
West Brunswick .....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Winfield.. ... .No return.	.....	.....	.....	.....	.....	.....	.....	.....

Sums of money raised by tax, in the county of Herkimer, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$2,469
1818,	2,190
1819,	1,961
1820,	2,042
1821,	2,115
1822,	3,108
Total,	$13,895

In the town of Danube, there is a fund on hand $550 for the support of the poor. In the town of Manheim, there is a like fund of $270. In the town of Norway, there is a like fund of $260.

MANHEIM.

A more minute, clear and precise law would remove many of the evils now complained of; yet there is one thing which it will not remove, that is *spirituous liquors*. This is the cause of many of the evils now experienced; if this could be removed out of our land or confined to the place for which it was originally intended, many of those evils would be no more felt. [Letter from the supervisor of Manheim.]

NEWPORT.

Perhaps it is not hazarding too much, to say, that *lease-land*, and extensive *cotton and woollen manufactories* have a tendency to increase the number of paupers in the town in which they are situated; and is it not a good reason, that these manufactories should be taxed? [Letter from the supervisor of Newport, see also Taghkanick in Columbia co.]

FAIRFIELD.

From my situation, I have had occasion to examine the laws relating to the poor, and observe their operation, and have long since formed the conclusion that we have copied too closely from the English system. It is more easy to find fault, than to point out practicable remedies; notwithstanding I shall venture to suggest briefly the outlines of a system, that I have some confidence in, respecting this important subject, however objectionable it may be in some particulars.

1. *Abolish all existing laws on the subject.* 2. At convenient and proper places in each senatorial district, erect at public expense, *permanent almshouses*, with hydraulic privileges appendent, and to these establishments send all permanent paupers, whenever their place of *legal settlement*, may happen to be in the state, AND LET THEM BE EQUALIZED ANNUALLY, AS NEAR AS MAY BE EXPEDIENT. 3. Appoint a visiting commissioner of the alms-house, with plenary powers, and make it his duty semi-annually to

visit each house, employ agents, correct abuses, audit accounts and perform all the duties of an active officer of government. 4. Provide for the support of *temporary paupers*, by order of justices at the expense of the alms-house, by a graduated rule as near as may be. 5. Provide against the introduction of *foreign paupers*, by severe penalties and for the transportation of such as may by chance be introduced. 6. Provide that all paupers, who are able, *shall labor*, and for the discharge of others at proper times. 7. *Let the expenses be paid out of the public treasury, and let the monies now paid, for support of the poor, be paid into the treasury.* 8. Provide that all *beggars* shall be sent to the alms-house and put to labor. 9. All needful detail.

I would remark, 1. It would be the cheapest mode, as a pauper can be subsisted comfortably, while in health, without labour, for $30 per annum, in the country; whereas the estimate now is four times that, or in the whole state exclusive of New-York and Albany, four hundred thousand dollars annually; a sum greater than the support of civil government. 2. The expenses would be borne equally in proportion to ability; whereas from accident or some other cause, some towns pay now three times as much as others of greater ability. 3. The expenses of removals from extreme parts, and the consequent grievous litigation, as well as the payment of the innumerable host of officers, would be avoided. 4. The *infirm* could be more readily healed—the *idiot* more humanely provided for—the *lunatic* more securely kept, and *the youth* better prepared for society. 5. The more important advantage is, that pauperism would decrease an hundred fold. There is no remark more common for the drunkard, the dissolute gambler, the idle vagrant, and those whose fortunes and prosperity are declining, than that, when the property is all gone, the town must support them: thus encouraging idleness, vice, and consequent pauperism. Whereas, if it was *known* that, when reduced to such a situation, they were to leave home, wife, children, and friends, with their pleasures, for a house of industry, temperance and morality, excluded from the view of the world, and submit to rigid, though humane restraint, it would in many instances at least, restrain men from pursuing the course, which is the real cause of so much pauperism. I am aware of the objections to the expenses, in the first instance, of such establishments, but believe me, they will vanish, when they are put in opposition to the result. [Letter from A. Mann, jun. Esq. Fairfield.]

A TABLE shewing the number of Paupers supported at the public expense in the county of JEFFERSON, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Adams.....No return.	.....	.....	....	....	...	.....	.....	.....
Alexandria.....No return.	.....	.....	....	....	....	.....	.....	.....
Antwerp.....	5	1	4	2	5	357 61	63 50	.....
Brownville.....No return.	.....	.....	....	....	....	.....	.....	.....
Champion	2	Not stated.	0	2	0	.....	20 00	1
Ellisburgh.....	3	5	6	2	3	172 00	10 00	.....
Henderson.....No return.	.....	.....	....	....	....	.....	.....	.....
Hounsfield.....	Not stated.	30	25	5	5	Not stated.	Not stated.	50
Lyme	5	4	5	4	3	248 00	23 75	.....
Le Ray.....	0	2	1	1	1	36 66	34 00	.....
Lorraine.....No return.	.....	.....	....	....	....	.....	.....	.....
Orleans .....No return.	.....	.....	....	....	....	.....	.....	.....
Pamelia	0	12	5	7	7	189 00	25 00	.....
Philadelphia.....No return.	.....	.....	....	....	....	.....	.....	.....
Rodman .....No return.	.....	.....	....	....	....	.....	.....	.....
Rutland	3	15	5	13	11	287 36	30 00	1
Watertown.....	2	9	4	7	7	274 00	21 00	.....
Wilna	1	0	1	0	0	77 00	8 00	.....

In the town of Le Ray there is on hand a fund of $131, for the support of the poor, and a like fund of $2,400 on interest in Hounsfield.

CHAMPION.

This town has bought and paid for a farm of land, of 33 acres, with a house and barn, which is kept to support the poor, when occasion requires, worth $400. At a settlement made by the auditing board, February 26, 1822, there was in the hands of the poormasters $151 32, tax raised for the support of the poor, and paying for the farm above mentioned, and a pair of oxen to work the same, which are worth $60. You will see by this statement, the situation of said town. There was one town pauper that cost the town $20 a year, besides her labor, which was house work and spinning. She was a girl 18 years old, of small abilities, and now maintains herself by her labor. Likewise one county pauper, a middle aged woman, that was unwell, that cost the county $60, the preceding twelve months. She is now well and no expense to the county. [Letter from the supervisor of Champion.]

LYME.

From our local situation, most of our paupers are *transient*, and many of them *foreigners*. I find from those I have conversed with, that they are of opinion that a poor house in each town, would deter many of them from becoming paupers, and would be a saving of expense, but I beg to differ from them. I should fear it would increase, instead of diminish-

ing the number, especially if the poor houses were managed with that philanthropy that they ought to be, for those that have no home would resort to them; but if on the other hand, they were governed by a tyrant, it would ill become a republican government to place the poor in such a dreadful situation. [Letter from the supervisor of Lyme.]

RUTLAND.

I would take the liberty to remark, that the law requiring the poor-masters in all cases to notify a justice or justices of applications for relief, and obtain an order before relief can be granted, is attended with difficulty and expense, and in some instances, the person requiring relief is left to suffer from the circumstance of its not being possible to procure the order for his relief, in due season. There are many instances among the poor as well as others, where immediate assistance is necessary, such as sudden and violent sickness, breaking of limbs, and other accidents, child birth, &c. when, if all the formalities of the law must be observed, the pauper must suffer. Again, the same law requires that no assistance be given by the poor-masters, without a special order from a justice first obtained, specifying particularly the amount to be paid by the poor-master in the whole, or the amount to be paid weekly, for a certain time, leaving no discretion whatever, for the poormasters to exercise. Now, we find by experience, that when a justice is called to examine the circumstances of a poor person, who is sick or wounded, it is difficult for him to determine, with any certainty, the amount of assistance the pauper may want, before his recovery, and equally difficult to determine the necessary weekly expense; for it is not uncommon for a sick or wounded person to alter so materially, in the course of three or four days, or a week, as to encrease or diminish essentially, the necessary expense. [Letter from the supervisor of Rutland.]

HOUNSFIELD—[*Sacketts-Harbor.*]

We have above $2,400, in poor funds, originating chiefly from *excise*, during the war. The money is let out upon interest, and is accumulating yearly. Our present excise more than supports our *town*-poor. This county is unreasonably burthened with *foreign-poor*. We ought to have our share of the *auction duty*, in proportion to our expenses for foreign paupers, as well as the city of New-York; and the legislature, I think, ought to remedy the present inequality. Our poor *funds* are rich in resources, and I claim some merit from the circumstance, having been overseer of the poor at the time of their accumulation. [Letter from the supervisor of Hounsfield.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of KINGS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Brooklyn	54	Not stated.	23	31	20	1,785 00	510 00	22
Bushwick	No return.	.....	....	....	....	.....	.....	.....
Flatbush	No return.	.....	....	....	....	.....	.....	.....
Flatlands	No return.	.....	...	...	...	.....	.....	.....
Gravesend	No return.	.....	....	....	....	.....	.....	.....
New-Utrecht	No return.	.....	....	....	....	.....	.....	.....

BROOKLYN.

In Brooklyn there are 54 paupers, consisting of 13 men, 21 women, 13 boys and 7 girls employed mostly in picking oakum, to the amount of 31 cwt., sold for $139 50. There were 254 yards of cloth made and used in the house. The whole amount of the expenses yearly, is $1,785. Twenty-two paupers were removed; there were two appeals; the taxes raised in 1817 were $1,617; in 1818 and 1819, they were reduced to $1,600 each year; in 1821 they were only $300, and in 1822 only $600. The town has an alms-house under the management of two overseers and one keeper, having a separate house for an hospital attended by a very respectable physician. The present law for the settlement of the poor, passed April 8, 1813, is very deficient in its provisions, as it does not give any authority to the overseers, to make salutary rules for the good order of the house, nor any discretion to coerce the obstinate or punish the refractory; they having only one remedy in all cases to expel them the house, which in the severity of winter would be little short of murder. If the overseers could confine the impudent and refractory in solitary places, and keep them on bread and water, it would have a good effect. To prevent, however, any improper severity, it may be made the duty of the justices and supervisor once a year at least, to inspect the whole economy of the house. It is very proper to keep the poor employed in something useful. I cannot think at present of any thing more useful than the manufacture of flannel, after the manner it is made in Wales. For this there will be a constant demand, as the most of that now imported, is very slightly made. If this manufactory is not too difficult and too expensive, I think it will be of great public utility. It is indispensable that the children should be educated; but in some alms-houses, (as it is in ours at present,) there may be none able to teach the children; and on account of disorders, incident to public places, it would be improper and ungenerous to send them to the public district school; the

children must remain uneducated, or some provision must be made to hire a teacher. Would it not be right to give the alms-house a particular demand on the school fund? [Letter from E. Barkeloo, Esq.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of LEWIS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Denmark..... .....No return.	.....	.....	....	....	....	....	... .	.....
Harrisburgh.....	0	3	1	2	0	85 99	14 00	.....
Leyden	1	0	1	0	0	70 00	Not stated.	.....
Lowville.....No return.	.....	.....	....	....	....	.....	.....	.....
Martinsburgh	1	3	2	2	1	108 50	20 00	.....
Pinckney.....No return.	.....	.....	....	....	....	.....	.....	.....
Turin ..... . No return.	.....	.....	....	....	....	.....	.....	.....
Watson....	0	0	....	....	....	0 00	0 00	.....

Expenses paid by the county of Lewis, for warrants to bring up paupers for examination, service of the same adjudications, warrants of removal, support, &c., for the following years.

In 1820,	$286
1821,	390
1822,	180

[Letter from the clerk of the supervisors.]

In the town of Martinsburgh, there is on hand a fund of $223, for the support of the poor, and a like fund in Leyden of $500.

I would suggest whether it would not be proper *to extend some relief to imprisoned debtors.* I believe it will be allowed, that the laws on imprisonment for debt, in some cases, operate with too much severity, as where a man is in close confinement, without friends to bail him, and nearly in an abject state of starvation. The case often happens, and I believe there is no legal way to afford relief. [Letter from the deputy clerk of Lewis county.]

LEYDEN.

We do not think of any amendment to be made in the poor-laws of this state, but in case there could be a law made to extend *thoughout the United States*, compelling each state to receive their own poor and support them, we should like it well. [Letter from supervisor and overseers of the poor of Leyden.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of LIVINGSTON, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Avon.....No return.	.....	.....	....	....	....	.....	.....	.....
Caledonia.....	0	2	1	1	0	28 10	6 75	.....
Freeport.....	0	9	3	6	7	69 93	22 50	.....
Geneseo.....No return.	.....	....	....	....	....	.....	.....	.....
Groveland.....	1	0	1	0	0	50 50	5 00	.....
Leicester.....	1	2	1	2	0	147 00	18 75	.....
Lima.....No return.	.....	.....	....	....	....	.....	.....	.....
Livonia.....	2	12	5	9	7	150 90	45 00	.....
Mount Morris.....No return.	.....	.....	....	....	....	.....	.....	.....
Sparta.....	0	6	1	5	4	133 70	9 00	.....
Springwater.....No return.	.....	.....	....	....	....	.....	.....	.....
York.....	0	8	3	5	5	197 07	50 00	6

In the town of Caledonia there is on hand a fund of $70, for the support of the poor.

SPARTA.

There is a small house occupied by a pauper who is a lunatic. This house is erected on the public square, in the village of Dansville, at an expense of $65, for the express purpose of containing the pauper aforesaid. The license money, amounting to from 35 to 50 dollars, defray all the necessary poor charges of the town. There are five in family, who are county paupers. [Letter from the supervisor of Dansville.]

From what I can learn, the section of country now comprised in this county has been but little burthened with paupers, and from its local situation, will probably continue to be less so, than the neighboring counties. We have no poor-house nor house of industry in the county, and we have never had any appeals from warrants or orders, for the removal of paupers. [Letter from the county clerk.]

YORK.

I would presume to suggest, that the removal or transporting of paupers from one town to another within the state, be entirely abolished. *Let each town support all the poor that may live in them, (except aliens or foreign poor, who may be supported at the expense of the state wherever they may happen to be) with a large penalty annexed, for any person removing or causing to be removed, any poor or indigent person into any city or town within this state, and there leaving them.* [Letter from the supervisor of York.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of MADISON, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Brookfield	2	3	3	2	2	71 00	31 00	3
Cazenovia	13	12	12	13	8	516 71	28 00	.....
De Ruyter	2	22	11	13	17	159 79	22 50	.....
Eaton	4	2	2	4	2	250 25	20 00	.....
Fenner ..... No return.	.....	.....	....	....	....	.....	.....	.....
Hamilton	3	0	1	2	1	300 00	30 00	.....
Lebanon ..... No return.	.....	.....	....	....	....	.....	.....	.....
Lenox ..... No return.	.....	.....	....	....	....	.....	.....	.....
Madison ..... No return.	.....	.....	....	....	....	.....	.....	.....
Nelson	2	0	2	0	1	193 94	12 94	.....
Georgetown ..... No return.	.....	.....	....	....	....	.....	.....	.....
Smithfield ..... No return.	.....	.....	....	....	....	.....	.....	.....
Sullivan	2	0	2	0	1	129 45	29 45	.....

Sums of money raised by tax, in the county of Madison, for the support of the poor, in the years 1815, 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1815,	$530 00
1816,	722 80
1817,	2,081 75
1818,	1,870 00
1819,	2,071 00
1820,	1,790 00
1821,	1,810 00
1822,	1,532 40
Total,	$11,407 95

In the town of Eaton, there is on hand a fund of $200, for the support of the poor, and in the town of Sullivan, a like fund of $120.

There is no poor-house nor house of industry in this county. There was a law passed February 9, 1821, authorising the supervisors of the county to rent lands and tenements for the use of the poor, &c. but has never been carried into effect, no farther than to contract with individuals to keep some few of the county paupers by the year. I would beg leave to suggest, that from my own knowledge in managing the concerns of town paupers, I think it might be beneficial for the interest of towns, that the overseers and justices, should be authorised by law, to furnish indigent persons and paupers with the means of going out of the state or to their friends, (which they are frequently desirous of doing, but have not the means) who would support them. Whereas if this assistance, was not afforded them, they would be obliged to remain and become chargeable. Paupers are frequently got rid of in this way, with a trifling

expense. I think it cheaper to support town or county paupers, to contract for their maintenance by the year, than to hire them kept by the week, as is usually done. [Letter from the supervisor's clerk.]

BROOKFIELD.

I would observe, that the principal cause of pauperism in this town, for seven years past has been a too free use of ardent spirits. [Letter from the supervisor.]

DE RUYTER.

The paupers in this town, were employed in domestic concerns, probably to the amount of nine-tenths of their support. Eleven of them were male and 13 female, all healthy and abundantly able to gain a livelihood for themselves, if they had the opportunity or could be fitted with proper dispositions, (except children, who were 17 in number.) This town owns 50 acres of land, appropriated to the benefit of the poor, but the town owes for the same $106. There is no poor-house nor house of industry, in the town or county. *I wish the whole code of poor-laws were abolished, and a new system established that would be more clear, precise, and beneficial, such an one as would be readily understood by justices, overseers, &c.* This would be a great improvement, and highly advantageous to the state. [Letter from the supervisor of De Ruyter.]

CAZENOVIA.

Our overseers of the poor have, for several years past, practised after the *New-England method* of setting up the poor *at auction*, by which they have uniformly obtained *good places*, and at a *reduced price*, saving on an average *one-third* of the former expenses. There is one fact I will mention. We have been saddled with a number of paupers, in consequence of some sixpenny tax, paid by the occupant of some small house, garden or piece of land. I am decidedly of opinion there is something radically wrong in the law for the assessment, and collection of taxes which operates to the prejudice of many towns, in which villages are situated. This town contains four villages, in all of which, merchants have failed, and in several instances were possessed of houses and lands to a considerable value. These have been bid in, on execution by their creditors in New-York and Albany, and then generally rented out to poor people, (for but few others live *on hire* in the country.) The assessors cannot of course assess these premises as vacant, and consequently they are chargeable to the occupant. I would respectfully suggest, whether the amount paid for rent, and taxes ought not to be in proportion to the amount required, to be actually paid on purchase, in order to constitute a settlement. [Letter from the supervisor of Cazenovia.]

NELSON.

This town owns 10 acres of land, worth $150. [Letter from the supervisor.]

SULLIVAN.

The increase in paupers in the several towns in this state, is owing to the want of vigilance in our public officers, whose duty it is to see that the poor are regularly employed in some useful business, and I would recommend that some clause be passed, that any two justices or the poor-masters, might, whenever they thought proper and advisable, put the paupers to some useful employment, and the avails of their labors, be applied for their benefit and support. [Letter from the supervisor of Sullivan.]

A TABLE shewing the number of Paupers supported at the public expense in the county of MONROE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts	*Dolls. Cts.*	
Brighton	4	14	7	11	7	293 53	Not stated.	1
Clarkson	0	Not stated.	....	...	....	52 80	20 00	.....
Chili	No return.	.....	....	....	....	.....	.....	.....
Gates	No return.	.....	...	....	....	.....	.....	.....
Greece	No return.	.....	....	....	....	.....	.....	.....
Henrietta	3	5	4	4	4	132 50	4 44	.....
Mendon	No return.	.....	....	....	....	.....	.....	.....
Ogden	No return.	.....	....	....	....	.....	.....	.....
Parma	2	4	3	3	4	100 00	30 00	.....
Penfield	No return.	.....	....	....	....	.....	.....	.....
Perrington	No return.	.....	....	....	....	.....	.....	.....
Pittsford	No return.	.....	....	....	....	.....	.....	.....
Riga	2	6	3	5	6	172 31	50 15	6
Rush	0	1	1	0	0	21 00	5 00	1
Sweden	0	2	1	1	1	59 32	40 75	.....
Wheatland	1	1	1	1	0	64 40	15 50	1

Sums of money raised by tax, in the county of Monroe, for the support of the poor, in the years 1821, 1822, 1823.

In the year 1821,	$935 33
1822,	2,039 72
1823,	2,334 99
Total,	$5,310 04

In the town of Clarkson there is on hand a fund of $200, for the support of the poor, and in the town of Wheatland a like fund of $92 97.

BRIGHTON.

There is no poor house nor house of industry in this town or in the county. The principal part of the expenditures of the town, go to the relief of foreign paupers, and poor people having residence in other parts of the state. [Letter from the supervisor of Brighton.]

SWEDEN.

There is no poor house nor house of industry in the county. I feel confident, however, that something of the kind, under proper regulations and discipline, and by allowing towns to send their poor to be there supported, at the expense of the town sending them, would be attended with good effects, not only as a preventive of pauperism, but as being by far more economical in point of expense. Previous to the year 1821, justices, overseers and constables were paid out of the poor monies for services in relation to the poor. This induced them, when any money came to their hands, to retain it and pay what they could by their services. The remainder, if any, was paid to the overseers on the first Tuesday of March, and they were ready to hear complaints and make expense, choosing to pay in services rather than in money. Since the year 1821, the overseers alone, have been paid out of the poor monies, and this has been a beneficial regulation. *If distillers were obliged to take licenses they would asssist in the support of the poor*, and while distilleries are a fruitful source of pauperism, they contribute little or nothing to the poor fund. [Letter from the supervisor of Sweden.]

WHEATLAND.

I would remark upon three obnoxious features in our present poor-laws. 1. The useless expense and litigation occasioned by the removal of paupers. 2. The tedious, troublesome, and even disgusting formality of requiring poor-masters to apply to justices of the peace for orders, before they can relieve the wants of the poor. And 3. The inhospitable requirements imposed on house holders, to report to the poor-masters, all strangers that may happen to sojourn with them, (to the end that they may be warned out of town,) or become liable to a fine and chargeable with their support, should it be required. All of which experience has taught us, are serious evils producing heavy bills of unnecessary expense for towns, and much embarrassment to the poor. [Letter from the supervisor of Wheatland.]

A TABLE shewing the number of Paupers supported at the public expense in the county of MONTGOMERY, [including Hamilton county, which is not organized,] during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Amsterdam	11	Not stated.	6	5	3	384 00	104 00	.....
Broadalbin	No return.	.....	....	...	...	.....	.....	.....
Canajoharie	No return.	.....	....	...	...	.....	.....	.....
Florida	10	Not stated	4	6	3	413 00	73 00	1
Glen	9	2	6	5	2	310 00	Not stated.	.....
Hope	No return.	.....	....	....	....	.....	.....	.....
Johnstown	33	Not stated.	15	18	11	1,000 00	130 00	.....
Lake Pleasant	0	0	0	0	0	0 00	0 00	.....
Mayfield	1	10	3	8	4	317 76	186 00	3
Minden	No return.	.....	....	....	....	.....	.....	.....
Northampton	No return.	.....	....	....	....	.....	.....	.....
Oppenhiem	No return.	.....	....	....	....	.....	.....	.....
Palatine	No return.	.....	....	....	....	.....	.....	.....
Root	No return.	.....	....	....	....	.....	.....	.....
Stratford	0	Not stated.	....	....	....	10 00	10 00	.....
Wells	0	0	0	0	0	0 00	0 00	.....

Sums of money raised by tax, in the county of Montgomery, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822, 1823.

In the year 1817,	$5,225
1818,	5,530
1819,	4,990
1820,	5,000
1821,	3,610
1822,	4,175
1823,	3,900
Total,	$32,430

In the town of Lake Pleasant, there is on hand a fund of $50 for the support of the poor.

In the year 1820, a resolution was passed by the board of supervisors, directing their clerk to have published, in each town in the county, a notice, that they would at their next meeting take into consideration the propriety of building a house of industry in the county, agreeable to the act of the 3d of March, 1820. But at their next meeting, there were but five towns voted for the measure, when it was of course abandoned, and has not since been brought before the board; but the general opinion of the supervisors, at this day, is in favor of the measure. There has been paid about the sum of $400 yearly, for the transportation of paupers, and the sum of 300, and some years about $400, for the support of foreign or transient paupers. Much might be said on this subject, but a refer-

ence to the monies raised in each town, since the year 1817, for the support of the poor, the sums paid yearly for the transportation of paupers, and also for the support of foreign paupers; there can be but one opinion on this subject, that after the expenses of the two first years, and the expense of the establishment, which I think would not exceed $4,000; the whole of the monies now raised by the several towns, for the support of the poor of their respective towns, might be saved, and the establishment would support itself, with the addition of the excise monies, which I think in this county, is about $1,500. I can add nothing more on this subject, and if I have thrown any new light on this subject, shall be much gratified, for our paupers are the greatest burthen we have, and will have, unless means are taken to alter the mode of supporting them, or in some manner, making those who are able, contribute to their own support and partially to the support of others. [Letter from the supervisor's clerk.]

FLORIDA.

We have no poor-house, properly so called, but we advertise for proposals, and allow one month to receive them. The lowest bidder takes the poor, if in all respects qualified to take care of them. They are all in one room, and taken care of by the family. Seven are thus provided for, and three children, were taken care of in the town of Knox, at one place for $35, and the seven were taken care of for $270 last year. This year we have adopted the same plan. Six persons are at one place, for $230—the three children are taken care of in Knox for $35—two old persons, have been taken by their relations this spring, for $55, rather than go with the rest of the poor—they are very troublesome, and the contractor would not keep them, for the average sum he kept the rest. In answer to your eighth question, I observe, that the town of Florida, are satisfied, that they cannot do better than by the present mode of keeping the poor. If a poor-house is to be built, they must go to the expense of building. Now the contractor looks out for his own convenience in keeping them—if we help to build a county poor-house, we will have to do it at an expense. [Letter from the supervisor of Florida.]

JOHNSTOWN.

The poor may, with propriety, be divided into three classes, the aged, the sick, lame and blind, and the infant: These are the proper objects for the care of our law, and the only ones that perhaps, strictly speaking, should receive its bounty. To these there may be added, a fourth class, composed of the idle, vicious and intemperate; and this class I fear, on examination, will be found to receive more of public and private charity, than all the other three combined. The support of the poor, is in all countries a burthen, and the object of the legislature, is to make that burthen as little felt by the industrious citizen as possible. There are three modes in practice of supporting paupers. 1. By selling them at public auction, to the lowest bidder. 2. By hiring one individual to

keep all the poor belonging to a town. 3. Establishing a poor-house or house of industry for the county. Of these modes, I am decidedly of opinion, the last is much to be preferred. First, on account of its cheapness: The support of the poor in this town varies from 50 cents, to $2, per week; and the average amount may be stated at 90 cents; this is treble the amount that it would cost in a house of industry. Second—Many of the poor in the house of industry, can nearly support themselves by their labor. Third—The aged and decrepit, and the children, the care of whom forms an important item of expense, can be watched and attended to by those who are more healthy and capable. Fourth—It will lessen the number of paupers at least one half, and destroy the trade of *street-beggars*. There are many persons who now receive sums from the overseers of the poor, whose pride, and the pride of whose connexions, would not permit them to go to a poor-house. And the idle vagabond, when he finds that work he must, at least would certainly prefer working for himself. The only objection to this mode is, the expense of transporting them to the house of industry, (which ought always to be as near the centre of the county as convenient) and this would be but trifling, compared with the saving effected. The county of Montgomery, raised for the support of the poor, exclusive of excise money, for the year 1817, $5,225—for 1818, $5,530—for 1819, $4,990—for 1820, $5,000—for 1821, $3,610— for 1822, $4,175, and for 1823, $3,900, amounting in the whole to the sum of $32,430. Add to these sums the excise money, which in this town, amounts to $300 a year, and of the amount of which, in the other towns, I cannot now exactly inform you, but it may probably amount to $1,200, making $1,500 a year, which, for the space of six years, amounts to $9,000; making in the whole the sum of $41,430, raised for the last six years, in this internal county, for the support of the poor. The expense of purchasing a site, and erecting a house of industry in the county, (or purchasing a house already erected, and making the necessary additions which would be the cheapest mode) would be about $5,000. This sum divided by $5,456,582, the amount of taxable property in the county, would amount to the trifling tax of 9⅛ cents, on one hundred dollars; which sum I apprehend, would be more than saved in two years, by adopting this plan.

The second plan above alluded to, of having one man, for a stipulated sum to support all the poor of a town, is, in miniature, the same as the above, and of course, must be more expensive. But this plan has been found to be more economical than the first one, of selling the poor; and has, in those towns which have entered into it, lessened the expense more, than fifty per cent. The poor themselves, would be better clothed and dieted, in a poor-house than they now are, inasmuch as those, who purchase, are themselves generally poor and unable to afford to keep them well.

The great cause of pauperism, in this happy country is *intemperance*. The house of industry may be made an engine to prevent, in some measure

the extension of this degrading vice, by giving authority to the magistrate, to send any person, on view, found intoxicated, or in the habit of intoxication, for a certain period, to labor in the house of industry. Another source of pauperism, which will for years to come, increase upon our cities and villages, arises from the *free, coloured people.* This class of people are mostly deficient in the necessary foresight, prudence and industry, to support themselves, and will eventually become chargeable to their respective towns. To this class the house of industry will afford a necessary refuge, and they will there be enabled to support themselves, and perhaps aid in the support of others. [Letter from the supervisor of Johnstown.]

OPPENHEIM.

In removing a pregnant woman, from Salisbury to Oppenheim, she was upset in a sleigh; this brought on a premature birth, and shortly after her arrival the child died. [Letter from the supervisor of Oppenheim.]

Note. On the authority of a gentleman of respectability, it is stated, that a pauper died in Columbia county, while removing him in a wagon.

AMSTERDAM.

The poor have all been kept in one house by a farmer, on a contract of three hundred and fifty dollars per annum, for victuals and clothing, which you will perceive is much less than it cost, to have them kept separately. The town of Amsterdam must have expended, last year, in suits of appeal, about $70, which were decided against the town. We raised by tax in this town, for the support of the poor, in 1817, $700—1818, $900—1819, $700—1820, $650—1821, $400—and in 1822, $200, making $3,550, by tax in six years, and during the same period, we raised by excise $1,126 50, making an aggregate of $4,676 50.—We have only a temporary poor-house, as a farmer keeps them by contract, from year to year, and at a less expense than they could be kept separately, which you will perceive by a diminution of the taxes. There is another class of poor, to wit, transient or foreign paupers, which have either to be removed by a constable or supported at the expense of the county, and which forms a very important item in our taxes; the average expense of our county charges, is about $6,000, and I think that very near half that sum, is expended on foreign paupers, by removing, nursing, and medical assistance, and the expense of the justices examining and adjudicating, and as the money expended in removing paupers, does not benefit the pauper, but at the same time, increases the county expenses, it would be more humane to have them provided for in the county where they become unable to support themselves, and not carried from constable to constable like *felons.* But, the question arises how shall this be done; shall the legislature pass a law, to have a poor-house established in each county in this state. My opinion is, that under proper regulations, it would be the best and cheapest method of supporting the poor, if a general law is passed to that effect. We may experience some diffi-

culties in carrying it into operation, but, a little experience will show where it is defective, so that the same can be amended. I think, that if the money raised from the excise, in the several towns in this county, were constituted a fund towards defraying the expenses of a *poor-house*, and the sum that we have to raise, for support or removal of transient poor, would be fully adequate to meet the expenses of a county poor-house, after the site and building were provided; if the removing system is abandoned a quere may arise, will not the influx of poor, from *other states* be greater? In answer to that, I state, that if we can support paupers cheaper than remove them, then on the principles of economy, as well as humanity, let us support them when they become indigent amongst us. According to the existing laws, a person's residence is where they were born, or paid taxes. How can we tell whether this or that particular town, has been benefited by such a person's living there, and paying taxes; and if this town or county, maintain a pauper that was born or paid taxes in another town or county, that town or county may maintain a person that was born or paid taxes in this county. [Letter from the supervisor of Amsterdam.]

A TABLE shewing the number of Paupers supported at the public expense in the city and county of NEW-YORK, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

CITY AND COUNTY.	Total No. of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
New-York	1698	7858	4650	4906	4724	82,200 00	Not particularly stated.	328

CITY AND COUNTY OF NEW-YORK.

The number of paupers received in the alms-house, between the first day of April, 1822, and the first day of April, 1823, were 3,355. The number discharged, during the same period, was 1,548. The number who died, was 285. The total number in the house, on the first day of April, 1823, was 1,526. There were also at the aforesaid date, 33 female paupers in the lunatic asylum, whose board are paid from the city treasury, and 139 infant children at nurse on the same terms. The vagrants sent to the bridewell and penitentiary, are considered as paupers, and the average number of them supported at the public expense for the last year, was 222, making the total number of paupers supported by the city, during the whole year, 1,920.

During the months, from the first of December, to the first of April, the press for relief in this city is so great, that it would be impossible to accommodate the whole of the applicants at its alms house, were it twice as large as it is, and the commissioners have therefore adopted a plan, of giving relief to such as are in real necssity, at their own houses, which from experience has been found to be the most economical measure, under the circumstances of the case, that could be adopted. The number relieved in this way, as *out door poor*, during the last winter and present spring, was 2,022 families, counting from two to nine persons in each, and averaging about four to each family, which will make the total number of persons relieved as out door poor, during the aforesaid period 8,080 and the grand total of those relieved 9,778.

The whole number employed in the alms-house, including nurses, laborers, &c. are 484. The following statement designates the several avocations at which the paupers were employed on the first of April last, and also the number employed at each particular avocation, viz. Men employed as orderly men 25; wood yards 10; bake-house 5; wash-house 3; gardeners 5; blacksmiths 4; carpenters 6; wheelwrights 2; gate keepers 6; cartmen 4; weavers 20; shoemakers 25; mill-house 2; laborers 20; cooks 6; coopers 2; basket maker 1; in the cloth factory 36; in the pin factory 20; oakum pickers 50; taylors 10; barbers 5; doctors shop 5; school-masters 4; making the total number of men and boys employed 276. Many of those men are too old and infirm to labor, but they are kept doing a little, more for the benefit of their health, than for the value of what they do.

Women employed As nurses and assistants 50; spinsters 25; washing and ironing 28; knitters 35; seamstresses 40; kitchen work 8; scrubbers 10; girls in pin factory 12; total, 208. One hundred and six of the women above designated, have children from one to four each, which of course occupies a good proportion of their time, in attending to their wants. The value of the labor cannot be accurately stated, as the whole produce, except a small amount received from the pin factory and oakum pickers, is consumed in the house. The operation of the *stepping mill*, however, saves to the establishment from twelve to eighteen hundred dollars annually, the labor on which is performed by those confined in the penitentiary *and not by the paupers.*

The following is the products of the house, for one year, as near as could be ascertained, including every thing of any importance that has been made or manufactured there, viz. 4,210 yards of woollen cloth; 3,500 yards of linen cloth; 8,290 yards of cotton cloth; 3,332 pair of shoes made; 3,000 pair mended; 17,500 bushels of grain may be ground by the stepping mill; 20 ton of oakum picked; 3,000 lb. of shoe and sewing thread, linen and tow yarn spun; 4,000 pair of stockings and socks knit; 1,500 suits of clothing made in the house. Those who labor in the factory, are estimated to earn about $15 per annum each. The value of the labor on the above articles, including all the services performed by the paupers in and about the establishment, is estimated at the round sum of $10,000. This it must

be observed, is in addition to the sum expended in money, and there ought also to be added the value of the vegetables and other articles raised from the land belonging to the establishment.

There are in the alms-house,	Male 806	Female 702
In the lunatic asylum,		33
Illegitimate children at nurse,	29	39
Legitimate children at nurse,	40	31
Vagrants in the Bridewell and Penitentiary,	112	110
Total Male,	987	Female, 915

The adult persons sent to the alms-house, are almost altogether incapacitated by disease or age, from gaining a livelihood for themselves. This is, however, not the case with those sent to the Bridewell and Penitentiary as vagrants, nor generally with those who are relieved as out door poor; but there are some of this last description, who are old and infirm, and among them a good proportion of children. For a specification of the diseases with which those in the alms-house are afflicted, see the following exhibit.

	Diseased Men.		*Diseased Women.*
Blind,	16		20
Cripples,	24		8
Consumption,	5		14
Debility,	23		55
Fits,	10		19
Idiots,	24		32
Old age,	123		106
Lame,	46		31
Rheumatics,	32		32
Palsey,	15		20
Rupture,	12		
Stricture,	3		
Scald heads,			3
Scrofula,	2		2
Nervous,	2		3
Sick in the hospitals,	110		70
Lying in hospital,			33
Insane,	30		
Sound men,	9	Sound women,	39
Total,	486		487

The children in the alms-house, on the first day of April last, were boys, 320, girls 233, total 553. Infant children at nurse, 139; boys in the penitentiary, 32. The children belonging to the families supported as out door poor, allowing two to each family, are estimated at 4,000, making a total of 4,724. A large proportion of those children (believed to be at least three

fourths) who receive the public support, are the offspring of foreign paupers located in this city.

The average number of paupers in the alms-house from the 31st of January 1822, to the first of February, 1823, the day on which the last years accounts were closed was 1,547, and they cost sixty-three cents per week each, equal to nine cents per day, or $50,908 27 per year. The maniacs at the asylum cost $2 per week, or $104 each per year. The children at nurse, out of the house, cost $1 per week each, exclusive of their clothes; the exact expense for this object, cannot be stated, as the board of some of the illegitimate children is paid by their fathers; but it may be safely estimated at $5,000 per annum. The amount of the wood, potatoes and money distributed to the out door poor, for the last year, was about $10,000.

The total expenses of the last year, *except* the amount expended for transportation, removals, &c. may be stated as follows, viz.

Paupers in the alms-house,	$50,908 27
Maniacs in the asylum,	3,332 00
Children at nurse,	5,000 00
Relief to the out door poor,	10,000 00
Vagrants in the Bridewell and Penitentiary,	5,321 26
Total,	$74,561 53

The number removed by warrant, during the last year was 36. There were also 425 received and transported at the public expense, who principally belonged to the other states, and were sent to this city, because they had passed through the city on their way to other parts of the state. Those of them who had a settlement in this state, were unable to name the town in which their settlements lay; and the expense of transporting them, was preferred by the commissioners to making an appeal, should the warrant happen to be directed to the wrong town. The number received on warrant, from several towns in the state was 47.

The whole number of appeals for the last two years, were four, and they occurred in consequence of a mislocation of the town in which the paupers had their settlement, and were settled by compromise and not brought to trial. The cost of these appeals was about $100, and the cost of transporting paupers, &c. for one year, was $252 21. There were several cases in which an appeal might have been made, but the commissioners concluded that the cost and trouble of a suit, and the expense of bringing up the pauper as a witness, would be worse than supporting him until he could help himself, and therefore no appeal was made. There has been but three appeals ordered by us in two years, two of them were settled by the transporting towns and the one is still in suit.

The amount of tax raised in this city and county, for the support of the poor, is not designated in the act annually passed by the legislature for the purpose, but are blended with other subjects of expense. The estimate for that object always includes the expense of the bridewell and peni-

tentiary. Thus the amount estimated for the alms-house, bridewell and penitentiary, for the present year, was $85,000.

This city has no funds or property out of which the poor are supported, except the amount allowed from the duty on sales at auction in this city, say $10,000, annually for the support of foreign poor, and this is but a small pittance towards meeting the object, as more than half of the expenses of this county, is for the support of foreigners and poor emigrants, from this and the adjoining states, who locate themselves here. Out of the 1,526 in the alms-house, there are but 713 who belong to this city, and the principal part of them are children, and very old and infirm men and women. There are 95 from the several counties in this state; 137 from other states, and 581 alien foreigners. The families assisted as out door poor, are stated by the commissioners, to be composed principally of Irish emigrants, as are also the vagrants sent to the bridewell and penitentiary; in fact we are literally over-run with this description of paupers. There is also another description of paupers, with which this city is very much troubled, to wit: Old and decrepid sailors who are laboring under some incurable disease, and are therefore unable to gain a livelihood by their profession. The government of the United States have made an arrangement with the New-York hospital, for the reception into that institution of sixty diseased mariners, and no more. They therefore reject all who apply after the aforesaid number is complete; and they have also adopted a rule, that all those who have been received and who shall be pronounced incurable, by the physicians of the establishment, shall be discharged; consequently all those who are refused admission into the institution, as well as those discharged from it as *incurable*, must be taken to our alms-house, or left to perish in the streets. It may be said, however, that the law gives the city a remedy, by permitting it to require a bond from every alien passenger, conditioned that he shall not become chargeable for two years thereafter. This is admitted, and the city avails itself of the permission in every possible case; but the law is evaded in instances without number, for which there is no remedy. It is almost an every day occurrence for vessels from Halifax, St. Johns and other possessions of the British in North America, to land passengers at some of the eastern ports, generally at Fairfield in Connecticut, about 60 miles from this city, who proceed on foot to this place, and mix with the crowd unobserved. It was recently discovered that two of these vessels who had cleared out for New-York, via Fairfield had landed about 100 of this description of persons at the latter place, and then proceeded to this city with their baggage, &c. There is not the same facility here for discovering paupers, that they have in other counties, and no precautions that can be adopted, will prevent their introduction; nor is it possible, with a pouplation of 130,000 souls, to ascertain their situation or place of residence, until they apply for relief, and that generally first occurs during the winter months, when the means of sending them where they belong, even if within this state, are in a manner cut off, or the expense for their transportation would be so great as to make it equal to the relief afforded them.

The amounts, expended in each of the following years, for the Alms-house, Bridewell and Penitentiary, to wit:

In 1817,		$90,886
1818,		107,600
1819,		105,509
1820,		84,420
1821,		85,000
1822,		82,200
	Total,	$555,615

The poor, or alms-house in this county, has cost us, including the land attached, about half a million of dollars, which sum is included in the city debt, of $1,300,000. The management of the alms-house, bridewell and penitentiary is placed by the common council, under the care of five commissioners. Four of these gentlemen receive no compensation whatever, for their services, and the fifth is the superintendent, who resides at the house, and has the direction of its internal concerns. There are in addition, a clerk, a physician, a surgeon, three stewards and a matron, who resides in the house and receive small salaries per annum. There are also a number of inferior officers, selected from among the most intelligent part of the paupers, such as orderly men, and women for each room, gate-keepers, &c. &c. who are accountable for the conduct of those under their charge to the superintendent.

It is inferred from the report of the committee, on the subject of the poor laws, that a leading object was *to effect an equalization of the burthens upon the several counties, and at the same time to endeavour to lessen the evils of pauperism, by removing its cause.* In reference to the operation of the present laws, it may be expected, that each county shall designate such parts of them as may be presumed to have an unequal operation, and pursuant to this conclusion, I shall endeavour to call your attention to the several provisions that have appeared to me as operating unequally and oppressive upon this county. 1. The second section of the act of 1813, (vol. 2, page 279) provides that the renting of a tenement, of the yearly value of $30, &c. shall constitute a legal settlement. This as a general measure, is by no means equitable, as in many of the counties, a pretty decent establishment may be rented for $30, while in this city, the occupation of a cellar or some wretched hovel, can scarcely be had for that sum. We therefore propose, that this part of the law be so amended, that settlers shall actually, and bona fide have rented and occupied a tenement of the yearly value of $100 or upwards. 2. By the seventh section of the same act, as amended, (see session 44, page 247) paupers are to be conveyed to the constable of the first town or city, in the adjoining county, and so from the constable in one county, to the first constable in the next adjacent county, &c. A difficulty frequently occurs in directing the warrants of removal occasioned by the ignorance of the pauper, as to the name of the town in which he has gained a settlement; for although he

can generally name the county in which he has resided, he is frequently at a loss for the name of the town. This inconvenience, however, is not experienced by other counties who may have paupers to remove to this city, as the name of New-York is never forgotten by them, be their claims upon us ever so doubtful. To avoid these embarrassments, it is proposed that if the warrant of removal be correct, as to the county, although by the ignorance of the pauper it may be directed to the wrong town, it shall be the duty of the overseers of the town, to which it is directed, to ascertain the place of settlement, of such pauper, within such county, and accordingly endorse the warrant, and see that it is duly executed: Or perhaps as a general provision, the warrant might in all cases be addressed to the sheriff of the county, who shall be bound to send the pauper to the town, in such county where his last place of legal settlement was. 3. The act of 1817, provides (see session 40, page 176) that persons removing from other states, or from Upper or Lower Canada, and likely to become chargeable on any city or town in this state, shall remove directly to the place where they may have their legal settlement out of this state; but by the act of 1821, (session 44, page 208) it is provided, that in case it shall appear that the pauper first came into this state through the city of New-York, and not having a settlement in this state, then such pauper shall be transported directly to that city. This provision of the law, we are unable to account for, at least upon any thing like equitable principles: For why this city should be particularly designated as a depot for paupers, more than any other, merely because they crossed it in their way to the other parts, is beyond our comprehension. Our local situation is such, that persons coming from the counties and states to the south and west of us, as well as those arriving from other countries, must of necessity pass through the city of New-York, to enter this state; and why we should be put to the trouble and vexation, of providing for this description of persons, sent to our care by the other counties, while the counties bordering on the lakes are exempted from receiving the paupers, sent out by the British government, to people the Canadas, who find their way through those counties to this city, is also beyond our comprehension.

To remedy this inequality, in the present law, it is proposed, that it be so amended, that if any person shall come from any other state, or from Upper or Lower Canada, to reside in any city or town in this state, and shall be likely to become chargeable, and not having gained a local settlement, they shall be removed directly to the place where their last settlement was out of this state, and that that part of the law, which designates New-York, in particular, be repealed. 4. By the sixteenth section of the act, notice is to be given to the overseers of any city or town, if any poor person shall be sick or lame, so that he cannot be conveniently removed to the place where he belongs, &c. It is proposed that the notice required to be given by the sixteenth section, as aforesaid, shall in all cases be accompanied by an examination of such poor person under oath, in order that it may be correctly ascertained in what manner such person

gained his settlement, and whether there are not others who are bound to pay for his support, besides the public functionaries. Several other matters have occurred, as useful amendments to the present laws; but I am fearful this communication has already exceeded the proper bounds, and I have therefore procured a law to be drafted, containing the amendments that have suggested themselves to my mind, and which is herewith transmitted, and respectfully submitted for your consideration. There has been so much said and written by men of talents, on the subject of pauperism, of late years, and it has so much engaged the attention of the American public, that nothing new can be expected to be added. That it is a growing evil in our state, cannot be denied, and it is equally true, that the cause or causes of the evil are so deeply rooted among us, that perhaps it may be impossible to remove them. The remedy which has most been insisted on as a preventive, is the supplying of the poor with such description of labor as their talents and abilities will permit them to perform. This, if it could be effected, would no doubt tend to reduce the number of applications for public bounty. But the chief difficulty lies, in furnishing suitable labor for this description of persons, as those who apply for or require assistance, are principally such as have no mechanical profession, and consequently they are unable to perform any thing except the ordinary avocations of a laborer. Employment, therefore, cannot be furnished, particularly during the winter months, when assistance is the most required, and I am led to believe, from the experience of the managers of a house of industry for females, which was in operation here a few years since, and from the result of the manufactures, performed at the state prison, about the same period, that employment unattended, with pecuniary loss, cannot be provided. For in the first instance alluded to, the whole capital of the institution was sunk, after a few years trial, although the persons employed were only paid about half the usual price for their labor.—And in the second, the articles manufactured, did not net to the public, more than the first cost of the raw materials of which they were made. A house of refuge and industry however, established a few miles from the city, to which the youths, convicted of larceny and vagrancy, might be removed, after serving a term of short imprisonment, would be attended with lasting benefit and utility. Here they might be taught some useful art, their morals improved, and their habits corrected. Here, there would be no odium attached to them, and their servitude would only amount to an ordinary apprenticeship, free from the vice and temptation to which others are exposed, and in a few years the labor performed in the establishment by farming it out upon the principle now adopted in the state prison, would nearly cover the whole annual expenditures.—This city has already too many burthens upon it, however, to admit of an increase of debt for this object, and the state which is nearly as much interested, in the measure, as the city, does not, it is feared, feel sufficiently the necessity of it, to induce a helping hand toward bringing it into operation.

Idleness and a total inattention to frugality are among the principal sources of pauperism. There is a natural propensity in men to inaction, and therefore it is, that so many of those who are compelled to depend upon their own exertions, for subsistence, become paupers. Every man however, has a principle within himself, which if not destroyed by mental or vicious causes, urge him to the full exertion of his faculties for the prevention of this catastrophe. A definition of this principle, may be given in two sentences, to wit: *The desire of fame and independence, and the conscious feeling of shame, and fear of want.* These are, in my opinion, the main and leading stimulants, that prevent people from becoming paupers; and whatever may tend to lessen this necessary excitement in the human mind, is a cause of the evil we are deprecating. There may be many things which have a tendency to eradicate from the mind the natural and honorable feelings alluded to, but no one vice within the range of my observation, has so much contributed to effect it as the use of spirituous liquors. It is the foundation upon which the pauperism of this country is built, and the cause of a large proportion of that, now existing among us: and, what adds to the evil, is the ample provision for the needy in our establishment of alms-houses, and benevolent institutions. It is these that eradicate from the human mind, every fear of want, and encourage a reliance upon others, instead of inducing the poor to rely upon their own industry and economy for support; thus blunting those feelings of independence and fear of want, which ought to be encouraged instead of repressed.

These evils may, in a measure, be remedied, and a gradual decrease of pauperism (produced by the inordinate use of spirituous liquors) effected. The article ought to be rendered more inaccessible to the consumer, by *an increase of its price. A heavy excise* ought to be raised from the wholesale dealers and a license to retail any quantity less than 30 gallons, ought to be fixed at $30, and to sell, to be drank in the house, either raw or mixed, not less than $50. In addition to this, no able bodied person ought to be permitted to receive the public bounty by the way of alms, and in all cases, where it is practicable, the building of poor houses ought to be discouraged. With these provisions persevered in, the crime of pauperism could be much lessened, if not entirely eradicated; but every thing must depend upon the view, which may be taken of the subject by the legislature, to whose wisdom and discernment, we are bound to look for a remedy for this growing evil. [Letter from S. Allen, Esq. the mayor of New-York.]

The following *extract* from the report made to the common council of the city of New-York, on the 26th of May, 1823, by the *superintendent of the alms-house in New-York*, is in coincidence with the foregoing letter from the mayor of that city.

EXTRACT.

It appears that 3359 persons have been admitted during the year, ending on the 1st of April, 1823—1548 discharged, 285 died, and 1526 remaining.

Among whom there were 486 men; 487 women; 320 boys, and 233 girls—total 1526, belonging to the following places: City of New-York, 713; State, 95; United States, 137; England, 89; Scotland, 38; Ireland, 349; Germany, 72; France, 14; West Indies, 11; and Africa, 8.

Bridewell.—Prisoners on the 1st of April, 1823: men, 78; women, 35—total, 113.

Penitentiary.—Prisoners and vagrants—April 1, men, 221; women, 130.—Total, 351.

Maniacs.—Alms-house 29; asylum 33. Total, 62.

Expenses.—Cash paid to the out-door poor,	$2843 38
Wood distributed,	4877 91
Potatoes do	1082 50
Total,	$8803 79

Account for supporting female maniacs at Bloomingdale, $3015 32.

A TABLE shewing the number of Paupers supported at the public expense in the county of NIAGARA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts	*Dolls. Cts.*	
Cambria	Not stated	Not stated.	...	....	....	1,020 00	55 00	.....
Hartland	No return.	.....	....	....	....	.....	.....	.....
Lewiston	No return.	.....	....	....	....	.....	.....	.....
Niagara.	No return.	.....	....	....	....	.....	.....	.....
Porter	No return.	.....	....	....	....	.....	.....	.....
Royalton	Not stated.	41	35	6	8	1,321 00	106 00	.....
Somerset	No return.	.....	....	....	....	.....	.....	.....
Wilson	No return.	.....	....	....	....	.....	.....	.....

CAMBRIA.

The large amount of expense incurred for the support of paupers in this town, is principally owing to the great number of indigent persons engaged on the section of the *Erie Canal*, which passes through this town. It is the section leading through the mountain ridge. The immense work here, has concentrated at this point a mass of between *two and three thousand* adventurers and transient families, most of them foreigners, improvi-

dent, dissolute and with no other means of subsistence but their wages from day to day. The accidents incident to the nature of the work here, keep more or less constantly disabled, who are necessarily supported by the town: this extraordinary expenditure will no doubt cease, in a great measure, with the termination of the public work here. [Letter from the supervisor.]

ROYALTON.

Similar remarks are made by the supervisor of this town.

A TABLE shewing the number of Paupers supported at the public expense in the county of ONEIDA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Augusta	5	14	6	13	5	500 98	45 00	.....
Annsville	No return.	.....	.....	.....	.....	.....	.....	.....
Boonville	0	28	13	15	8	18 00	4 00	27
Bridgewater	No return.	.....	.....	.....	.....	.....	.....	.....
Camden	No return.	.....	.....	.....	.....	.....	.....	.....
Deerfield	9	3	9	3	0	350 00	50 00	.....
Florence	No return.	.....	.....	.....	.....	.....	.....	.....
Floyd	4	3	3	4	0	173 66	25 95	.....
Lee	6	3	3	6	2	315 00	21 00	.....
Paris	50	Not stated.	25	25	25	864 76	112 72	1
Remsen	No return.	.....	.....	.....	.....	.....	.....	.....
Rome	14	Not stated.	6	8	4	845 00	40 00	.....
Sangerfield	No return.	.....	.....	.....	.....	.....	.....	.....
Steuben	1	2	1	2	0	137 66	6 50	.....
Trenton	4	5	3	6	7	172 28	12 00	.....
Utica	24	81	53	52	35	1,665 71	Not stated	.....
Vernon	No return.	.....	.....	.....	.....	.....	.....	.....
Verona	No return.	.....	.....	.....	.....	.....	.....	.....
Vienna	No return.	.....	.....	.....	.....	.....	.....	.....
Western	No return.	.....	.....	.....	.....	.....	.....	.....
Westmoreland	10	9	7	12	8	622 84	235 00	.....
Whitestown	12	16	14	14	6	1,281 28	87 50	.....

In the town of Boonville there is on hand a fund of $890, for the support of the poor; and in the town of Trenton a like fund of $879.

DEERFIELD.

I have long thought, that the present system of poor-laws, is a very serious evil as encouraging idleness and depravity. There are but four paupers in this town, who are real objects of charity; the others might maintain themselves if they would labor. Last spring I informed the magistrates, that I would maintain and pay one shilling a day to a pauper, for picking up stones in my mowing ground. He wrought two days, and on the third day, during my absence, he took to his bed and shammed

sickness. On my return I could find no symptom of disease. This man could earn a good living. There is another on the town, one of the most athletic men in it. He draws one dollar a week, although he might earn half the sum every day. These are both foreigners and good subjects for the stepping mill. There is a whole family on the town, consisting of five or six, every individual of whom might earn a living, except at certain periods, when a daughter belonging to it is engaged in increasing our population. Among the pernicious effects of the present system, is that of, in a manner, dissolving the sweet and tender ties of relationship. The parent abandons his child to the public, and the child, when at manhood, refuses to support his aged parent. It also destroys that attachment and gratitude that would otherwise subsist between the wealthy and the indigent. I hope that our excellent plan of common schools, will ultimately improve the morality of our people; but if the present system of poor-laws is continued, it will counteract the good effects of the former. The industrious and prudent will be deprived of their honest earnings, to support the lazy and improvident. In a country where labor is paid for in a ratio double to that of any other, where all the necessaries of life are so abundant and cheap, that two hours labor will suffice to procure a support for the twenty-four, among christians with whom charity is a primary duty, there can be no danger of a meritorious individual being allowed to suffer, &c. [Letter from the supervisor of Deerfield.]

PARIS.

You will perceive, that the sum for supporting many of the paupers in this town, is inconsiderable. The reason is, that the person bidding them off has the right to obtain from them all the labor they can reasonably perform. This town, for several years past has made some experiments in the mode and manner of supporting the poor. From the former mode of getting them kept here and there, a poor-house was established, which was found to be more expensive than the former mode. Our last resort has been to put them up to the lowest bidder, &c., taking care they should not go into improper hands, and this course has produced a real saving to the town. I will only add from 26 years experience, that there is more fault in the justices and overseers of the poor, than in the law itself. [Letter from the supervisor of Paris.]

AUGUSTA.

The supervisor of Augusta concurs in opinion that the establishment of a poor-house, would not be as cheap as the present mode of putting the poor to the lowest bidder, &c. [Letter from the supervisor.]

STEUBEN.

The transient poor (those persons not having gained a settlement within the state,) which are made chargeable upon the counties in which they may fall, and want relief, the support of which has become very burden-

some upon some of the counties; in this county, the amount has been for several past, from three to five thousand dollars a year, and those charges are mostly from towns which derive a revenue from excise, to an amount from 300 to 500 dollars annually.—In the towns where the greatest sums are received from that source, the most of the charges for expenditures for the relief of transient paupers arise, and in many of them, they have large amounts loaned on interest, after supporting their own town poor, which throws a very unequal burden on those towns which receive nothing from duties on excise, and have to support their town poor by a direct tax. In such towns, there seldom arises any such charges against the county. From having been a member of the board of supervisors of this county, for several years, I am fully convinced *that if the law required the several towns to support all poor, whether resident or transient, the expenses would be far less and more just; at least I am fully convinced, that the law ought to be so altered,* or that all sums arising from licenses, should be paid into the county treasury, that the town might be equally benefited, as well as burthened, by the expenses arising in the towns where such public revenue is collected. One pauper, a foreigner, was here supported the whole year at two dollars per week. [Letter from the supervisor of Steuben.]

WHITESTOWN.

At least one half of the expenses in this town, on account of the poor, have for several years past, been caused by the use of ardent spirits. [Letter from the supervisor and other officers of Whitestown.]

A TABLE shewing the number of Paupers supported at the public expense in the county of ONONDAGA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Camillus.....No return.	.....	.....	....	....	....	.....	.....	.....
Cicero.....	0	0	0	0	0	0 00	Not stated.	.....
Fabius.....	6	2	1	7	2	131 97	Not stated.	.....
Lysander.....No return.	.....	.....	....	....	....	.....	.....	.....
Manlius.....	16	18	14	20	20	1,518 00	399 00	3
Marcellus.....	8	Not stated.	3	5	1	740 00	40 00	.....
Onondaga.....	5	Not stated.	3	2	0	256 00	Not stated.	.....
Otisco.....	6	6	6	6	8	221 40	Not stated.	2
Pompey	4	35	23	16	14	1,561 30	Not stated.	.....
Spafford.....	0	1	1	0	0	22 60	10 00	.....
Salina.....	5	8	9	4	5	770 00	Not stated.	1
Tully	1	0	0	1	0	166 75	Not stated.	1

To your last question, we beg leave to suggest an alteration in the present poor-laws, so as to enable the president of the board of supervisors for the time being, by and with the direction of a majority of the board, to issue subpoenas for such witnesses as the said board shall direct, and to take such further measures to compel their attendance as is usual in courts of justice, for the purpose of enquiring into the correctness of the adjudication of any justice in the county, as to the last place of legal settlement of any pauper they may deem proper; and that such president of the board, be authorised to administer any oath, to such witnesses, and making it perjury, to swear false in the premises. The reason we assign for this is, that by the present law, two justices go and examine, and make an adjudication. Often-times the pauper is sick or delirious, and unable to give any information as to his residence, and perhaps, no witnesses can then be found to shew that he has a residence in the town or state, whereupon he is adjudged a county pauper. Upon this adjudication, the justice makes an order for his support at the expense of the county; when, if his residence was duly investigated, it might be found to be in the town, instead of the county.—These same adjudications are presented to the board of supervisors from year to year, and the supervisors are compelled upon the same papers to audit the accounts as county charges, without being able to enquire into the correctness of the adjudication or last place of settlement of the pauper, and there is nothing obligatory on the justice who made the adjudication to review the same; (and it is often against the interest of the town to do so;) and in this way the most flagrant abuses may be practised, and the counties made to support town paupers, and even those whose last legal settlement is out of the county.

We speak from experience on this subject. A pauper in one of the towns in this county was adjudged by two justices of that town, upon proof, to be a town pauper, and was supported as such for a long time. Afterwards, the justices upon further proof, adjudged the same person to be a county pauper, and he has since been supported by the county, and the supervisors are unable, by any existing law, to ascertain which adjudication is correct, or to effect an alteration in the present adjudications, should it be incorrect. [Letter from the board of supervisors of the county.]

There have been but two appeals from orders of settlement and removal. [Letter from the county clerk.]

MANLIUS.

The poor are usually boarded out by the week and unemployed. [Letter from the supervisor of Manlius.]

MARCELLUS.

The keeping of the poor is sold at auction, annually to the lowest bidder.—The overseers are careful that the poor fall into the hands of none but reputable men, who are under bonds to furnish them with

comfortable, wholesome and necessary living. In this manner they are supported better and much cheaper than in the usual mode of furnishing the paupers with materials to live upon themselves. This method of disposing of the paupers, although it may not be within the strict letter of the law, is in my opinion the most economical mode of maintaining them. [Letter from the supervisor of Marcellus.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of ONTARIO, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Bloomfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Bristol.....	2	3	1	4	4	178 00	25 00	.....
Canandaigua.....No return.	.....	.....	....	....	....	.....	.....	.....
Farmington.....	8	0	2	6	6	251 37	51 37	.....
Gorham.....No return.	.....	.....	....	....	....	.....	.....	.....
Hopewell	1	1	2	0	0	116 21	28 31	.....
Manchester.....	1	3	3	1	0	238 00	69 00	.....
Naples.....No reurn.	.....	.....	....	....	....	.....	.....	.....
Phelps.....	9	4	7	6	4	468 00	69 50	.....
Richmond.....	0	6	2	4	3	61 10	26 87	2
Seneca.....	2	8	3	2	1	659 00	Not stated.	.....
Victor.....	4	10	6	8	10	248 99	24 50	.....

BRISTOL.

I am induced to believe, that a saving of expense in the support of the paupers, may be often effected by venduing in certain cases; and to guard against abuses, let them be under the watchful eye of the poor-masters. I also think that a provision in the law for the erection of *work houses in each county*, and perhaps in each town, would have a good effect in preventing lazy, idle persons from throwing, or suffering themselves to become chargeable to the town, unless imperious necessity compels them to it. [Letter from the supervisor of Bristol.]

PHELPS.

The way we practice in this town, is to contract with some person to keep all the paupers by the year, at a certain price. We think this the best course of any we have yet pursued. [Letter from the supervisor of Phelps.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of ORANGE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Bloomingrove	8	0	3	5	2	460 00	51 00	.....
Cornwall.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Crawford	11	0	5	6	2	460 00	Not stated.	.....
Deerpark	2	5	3	4	5	169 98	14 50	.....
*Goshen	10	20	12	18	10	760 00	42 80	.....
Minisink.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Montgomery	15	8	13	10	8	1,339 83	41 75	1
Monroe.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Newburgh	18	50	38	30	25	1,327 57	200 00	5
New-Windsor	21	Not stated.	9	12	6	1,128 68	54 00	.....
Walkill.....No return.	.....	.....	.....	.....	.....	.....	.....	.....
Warwick	19	14	13	20	7	799 11	70 00	2

*The return from *Goshen* did not state the *number* of paupers, this was obtained from another source.

GOSHEN.

From the last estimate that I have been able to make I think the average cost of paupers, for the year, was about 50 cents per week. Our poor house has been a great saving in two ways, they are kept cheaper, and it has prevented some from applying for relief, who otherwise would. It is more humane, for they are undoubtedly better taken care of, than in the families of those who have heretofore kept them, for it has generally been those who were needy themselves, who would take them. [Letter from the supervisor of Goshen.]

MONTGOMERY.

We have no poor-house nor house of industry in this town: The poor are kept by contract with different persons. We have no doubt, but that much might be saved from the present plan, by the erection of such houses, particularly in the price of boarding, making of clothes, and bills of physicians. [Letter from the supervisor of Montgomery.]

NEWBURGH.

This town owns a lot of ten acres and a half of land, with a poor-house on the same, valued at $2,000. The poor-house is under the management of a superintendent, and he receives $50 per annum, for his services and there are at this time thirteen paupers in the poor-house, being 11 males and 2 females. [Letter from the supervisor of Newburgh.]

By the report of the overseers of the poor of the town of Newburgh, of monies received and expended from March 26, 1822, to March 25, 1823, it appears, for victualing and clothing persons in the alms-house, &c.

was expended $427 40—for wood, $94—for keeping poor-house, $50—physician's bill, $45 04—total $616 44—nearly $700 were expended for reliefs, and all other expenses. This last amount includes costs, fees, funeral expenses, doctors' bills, &c.

NEW WINDSOR.

This town rents a house for $60 per annum, and pays a keeper to take charge of the same at $120 per annum. Eleven paupers are supported in the house, and six adults, and four children, are supported out of the house. I would suggest the propriety of having a county poor-house, which would in my opinion, *lessen* the expense of pauperism. [Letter from the supervisor of New Windsor.]

WARWICK.

The county of Orange, as well as some other counties, labor under a great disadvantage, in not being placed on the same footing with the state of New-Jersey. Many of her citizens remove into our state and pay taxes, or serve in an office one year, or rent a tenement of the yearly value of $30, and return to New-Jersey, where they become poor, and then are sent back to this state. There are about twelve different ways, in which a settlement may be gained in this state and not more than three or four in New-Jersey. Why are we not placed on the same footing with that state? This is one of the burthens we groan under. I am also of opinion that dissipation and idleness occasion our heavy taxes; a grievance not easy to get rid of. [Letter from the supervisor of Warwick.]

A TABLE shewing the number of Paupers supported at the public expense in the county of OSWEGO, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Constantia.....No return.	.....	.....	....	....	....	.....	.....	.....
Granby .....No return.	.....	.....	....	....	....	.....	.....	.....
Hannibal .....No return.	.....	.....	....	....	....	.....	.....	.....
Mexico.....No return.	.....	.....	....	....	....	.....	.....	.....
New-Haven.....No return.	.....	.....	....	....	....	.....	.....	.....
Orwell .....No return.	.....	.....	....	....	....	.....	.....	.....
Oswego .....No return.	.....	.....	....	....	....	.....	.....	.....
Redfield .....No return.	.....	.....	....	....	....	.....	.....	.....
*Richland.....	14	0	6	8	7	379 65	39 00	4
Scriba	0	1	1	0	0	3 75	3 75	1
Volney.....No return.	.....	.....	....	....	....	.....	.....	.....
Williamson .....No return.	.....	.....	....	....	....	.....	.....	.....

* The number, sex, &c. of the paupers in *Richland*, not clearly stated in return.

The following is a statement for the last four years, of the taxes raised for the support of the poor, &c.

	Expenses of constables, justices, overseers, examinations, removal of paupers and of one appeal.	*Maintenance and support of the poor.*
1819,	$183 25	$138 63
1820,	175 11	128 97
1821,	163 23	184 59
1822,	598 00	302 09
Total,	$1,119 59	$754 28

Thus it appears that the support of all the paupers in this county amounted to only $754 28, while the costs and expenses of justices, constables, overseers and of one appeal amounted to $1,119 59 ! ! !

The clerk of the board of supervisors says, "I am not able from the documents in my possession, to make an accurate estimate for the years 1816, 1817 and 1818, but from my own knowledge upon this subject, I am of opinion that the expenditures for the years mentioned, will average with those of 1819 and 1820. Board of paupers per week, is charged at one dollar, and runs from that to $1 50, and in some instances $2 is charged. The charge depends much upon the health and age of the pauper. It is frequently the case that the pauper is sold out to the lowest bidder, to victual and clothe for twelve months, and this course is at present deemed the most advisable, permitting the purchaser to receive the labor of the pauper when in health. It may not be improper for me to remark, that the annual expenditures appertaining to pauperism appear latterly to be encreasing. We have but few aged people in the county and none scarcely that are charged. The admission of foreign poor and indigent persons from the British provinces, adds to the evil, and I believe I do not exaggerate in saying that half, if not two thirds, of our expenses is owing to that class of people ! !" [Letter from the supervisor's clerk.]

A TABLE shewing the number of Paupers supported at the public expense in the county of OTSEGO, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers, and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Burlington	7	8	5	10	8	332 00	84 50	1
Butternuts	3	7	4	6	3	300 00	21 00	.....
Cherry-Valley	No return.	.....	.....	.....	.....	.....	.....	.....
Decatur	No return.	.....	.....	.....	.....	.....	.....	.....
Edmeston	0	1	0	1	0	27 00	10 00	.....
Exeter	3	2	2	3	1	37 07	7 43	.....
Hartwick	No return.	.....	.....	.....	.....	.....	.....	.....
Huntsville	No return.	.....	.....	.....	.....	.....	.....	.....
Laurens	No return.	.....	.....	.....	.....	.....	.....	.....
Maryland	No return.	.....	.....	.....	.....	.....	.....	.....
Middlefield	No return.	.....	.....	.....	.....	.....	.....	.....
Milford	No return.	.....	.....	.....	.....	.....	.....	.....
New Lisbon	No return.	.....	.....	.....	.....	.....	.....	.....
Otego	2	5	2	5	1	276 40	21 00	.....
Otsego	26	8	12	22	10	1,092 47	99 75	.....
Pittsfield	2	6	4	4	3	155 45	26 41	.....
Plainfield	4	0	3	1	3	259 22	10 17	.....
Richfield	3	0	2	1	0	175 00	12 00	.....
Springfield	No return.	.....	.....	.....	.....	.....	.....	.....
Unadilla	3	0	1	2	1	120 50	11 50	.....
Westford	No return.	.....	.....	.....	.....	.....	.....	.....
Worcester	No return.	.....	.....	.....	.....	.....	.....	.....

BURLINGTON.

We have no poor-house. Our paupers are put to places, at the discretion of the overseers, on the best terms that can be obtained. Our best informed men complain very much of the expenses and inconveniences, attending the removal of paupers, by order or warrant, under the existing laws, and believe that an alteration may be made for the better. [Letter from the supervisor of Burlington.]

BUTTERNUTS.

I think the order for parents or children, for the support of either, ought to be given by justices instead of the general sessions. [Letter from the supervisor of Butternuts.]

RICHFIELD.

This town owns no poor-house nor house of industry for town paupers, and indeed I cannot conceive that such an establishment would at all be beneficial in our town, for our paupers are not commonly very numerous, and those that become chargeable to the town, are generally totally disqualified for labouring to support themselves. [Letter from the supervisor of Richfield.]

OTSEGO.

Our overseers dispose of the poor of the town, by letting them to the lowest bidder. [Letter from the supervisor of Otsego.]

A TABLE shewing the number of Paupers supported at the public expense in the county of PUTNAM, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Carmel ..... No return.	.....	.....	....	....	....	.....	.....	.....
Kent.....	5	39	21	23	20	405 94	51 37	.....
Patterson	8	4	6	6	0	530 00	70 00	2
Philipstown	20	10	12	18	9	500 00	114 00	47
South East.....	15	Not stated.	6	9	0	545 00	20 00	.....

A TABLE shewing the number of Paupers supported at the public expense in the county of QUEENS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Flushing..... No return.	.....	.....	....	....	....	.....	.....	.....
Hempstead.....	15	27	26	16	24	921 00	123 67	43
Jamaica.....	18	0	6	12	3	817 00	76 00	18
Newtown.....No return.	.....	.....	....	....	....	.....	.....	.....
North Hempstead.....	56	0	28	28	33	1,757 24	89 84	.....
Oysterbay	0	22	6	16	6	1,800 00	Not stated.	.....

In the town of Hempstead there is fund of $566 92, for the support of the poor, and in the town of Jamaica a like fund of $1,700.

The subject of the gradual increase of the poor expenses in several towns in this county, has claimed and received the serious and candid consideration of many of our discreet and observing citizens; and different plans have been proposed and adopted from time to time, which have tended to lessen the burthens of the public, and improve the comfortable support of the poor. Three of the towns, viz, Oysterbay, Hempstead and North Hempstead, have for a few years past adopted the plan of employing the lowest bidder, to defray the whole expenses of every sort, for the support of the poor at a sum certain; the overseers always reserving to themselves the power to annul any agreement, when the contractor shall neglect or refuse to provide comfortable and reasonable support for the paupers. And the town of Oysterbay, has for the last two years, been able to defray the whole amount of expenses of the poor,

from the monies arising from the sale of the grass on their marsh islands, authorised by the act of 1822. And it is probable that the proceeds of such sales, will always be adequate to meet those expenses, except what may be necessary to defray the contingent charges of the county, and it is reasonable to infer, that Hempstead (which has a much greater quantity of marsh islands, and other commons, than Oysterbay) will shortly adopt the same measure. [Letter from the county clerk.]

NORTH HEMPSTEAD.

Previous to the last year, the poor of this town have been put to board, where the same could be procured for the least price, which placed them generally with their connexions, where they, in most cases, lived at ease and exempt from labor. This practice evidently tended to promote the growth of pauperism operating as an inducement for the idle and dissipated, to apply for relief, more especially in the inclement seasons of the year. Being thus placed beyond the reach of necessity to exert themselves in labor and unrestrained in the enjoyment of their personal liberty they became in fact pensioners on a small scale. The accumulation of paupers under this arrangement, plainly shews that *restraint* rather than the idea of *degradation* causes this portion of our population to loathe the thought of becoming tenants within the walls of a poor-house. Our poor were put to board on contract the last year, and are again, the present year, with the privilege, to the person contracting for them, to get from them all the labor they were able to perform. This at once furloughed all but the aged, infirm and children, and of course materially lessened our expenses. Our laws on the subject of pauperism appear to provide for the three leading objects intended to be attained by our government; and in my judgment, leave as little room for litigation (judging from our section of the state) as we could promise ourselves from any new legislative act on the subject, viz. injunction on the inhabitants of the respective towns to provide for the means of supporting their poor: Uniformity in establishing settlements—and directing the manner of making removals. As to the first, it was reasonable to suppose that our officers could make as judicious application of the means provided for the support of paupers, especially when we consider them as acting under the immediate direction and control of our primary assemblies, as could possibly be prescribed by any general law on this subject. The *second* as to settlements, might perhaps be improved for the relief of the city of New York, That city seems as the great receptacle for emigrants from every part of the civilized world, a considerable portion of whom arriving literally penniless, become a prey to want immediately, or soon after landing. Judicious legislation on this point, would undoubtedly be fair and proper to place the city and county on something like an equal footing. [Letter from the supervisor's clerk.]

HEMPSTEAD.

A great saving of expense is made by contracting for the support of the poor. [Letter from the supervisor.]

NORTH HEMPSTEAD.

After seven years of age, the poor children are bound out, and are no longer chargeable to the town. There is no poor-house nor house of industry, in this town. Sealed proposals are received, and the lowest contractor takes the poor, &c. [Letter from the supervisor of North Hempstead.]

OYSTERBAY.

From 1817 to 1821, the paupers were supported under the inspection of the justices and overseers in a regular poor-house and house of industry. The annual expense was about $2,000. From 1821 to 1823, the paupers have been hired out by the overseers to an individual; the expense from 1821 to 1822, was $1,800, from 1822 to 1823, was $1,099. As the expenses in the different towns have been very considerable to ascertain the lawful residence of paupers, appeals, transporting, &c. it is my opinion decidedly, that every person residing twelve months in any town within the state, previous to his or her being a town charge, shall be the lawful residence, and the said town ought to be bound by law to support the same. There are no permanent funds belonging to this town. There is a quantity of beach and marshes in the town, and by an act of the legislature passed in 1822, authorising the town to lease the same, provided there is a majority of voters to that effect, at their annual town meeting, and the equal half of the amount collected to be applied to the support of the poor. For the last two years there has been a majority for leasing said marshes; the amount arising therefrom for the support of the poor, is about $400 per annum. [Letter from the supervisor of Oysterbay.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of RENSSELAER, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

CITY AND TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expense of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	.....
Berlin	4	3	3	4	1	212 44	19 00	.....
*Brunswick	0	1	0	1	0	588 50	35 85	.....
*Greenbush	See Troy.	.....	....	....	...	.....	.....	.....
Grafton	4	3	4	3	0	194 30	25 00	.....
Hosick	7	Not stated.	3	4	0	475 00	75 00	2
Lansingburgh	No return.	.....	....	....	....	.....	.....	.....
Nassau	No return.	.....	....	....	....	.....	.....	.....
Petersburgh	7	0	3	4	4	280 00	82 00	.... ..
Pittstown	7	0	2	5	2	600 00	Not stated.	.....
Sandlake	No return.	.....	....	....	....	.....	.....	.....
*Schaghticoke	See Troy.	.....	....	....	....	.....	.....	.....
Schodack	No return.	.....	....	....	....	.....	.....	.....
Stephentown	2	2	2	2	0	128 00	32 62	.....
*Troy (city of)	22	Not stated.	10	12	8	629 22	Not stated.	.....

The amount paid by the town of *Brunswick* was except $35 85, paid towards the *house of industry* in Troy.

Sums of money raised by tax, in the county of Rensselaer, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$5,312 70
1817,	8,477 00
1818,	8,700 00
1819,	7,500 00
1820,	4,910 47
1821,	4,250 00
1822,	3,814 00
	$42,964 17
Amount paid by the county for removing paupers during the said years,	2,009 16
Total,	$44,973 33

[*Note.*—It is worthy of remark, that *three* out of the *four* towns which have come into the poor-house system, have raised *no taxes* the past year, and the fourth town (Scaghticoke,) raised a small sum only, on account of the debts it owed for costs of appeals, &c.]

BERLIN.

There is no poor-house in our town; there is one in the county, but the management of it I am not acquainted with, as we have no share in it. The paupers in our town, are commonly kept by some one, for a given sum, according to their situation, by the year or otherwise, and as they become more troublesome and old, it will cost us more of course. [Letter from the supervisor of Berlin.]

HOSICK.

The overseers of the poor of this town have for several years, hired a man to support all the poor that shall become a town charge, during the year for a certain sum. The last year they gave $400. Our town is not interested in the house of industry established in this county. [Letter from the supervisor of Hosick.]

GRAFTON.

There is no poor-house in this town, nor have we any connection with any poor-house. [Letter from the supervisor of Grafton.

PETERSBURGH.

We hire our poor supported by the year at a stipulated price. The average expense in our town, for six years past for supporting the poor has been $200. [Letter from the supervisor of Petersburgh.]

PITTSTOWN.

This town has no interest in the house of industry established in this county. [Letter from the supervisor.]

STEPHENTOWN.

The practice in this town for some years past has been to agree on a time and place, for what they call selling the poor, when the overseers meet and dispose of them to those who will keep them the lowest for one year, taking care however that they do not get into families where they will be abused. It is found to be the most convenient and cheapest way, in which the poor in this town can be supported. [Letter from the supervisor of Stephentown.]

House of Industry in the county of Rensselaer.

Under the act of the legislature, entitled "an act relative to the poor," passed March 3d, 1820, and in virtue of the powers therein contained, the supervisors of Troy, Schaghticoke, Greenbush and Brunswick, proceeded that year to purchase a farm of 140 acres; situate about two miles from the city of Troy, for which they paid $4,200; and to erect thereon a large and substantial brick house and other necessary buildings, which cost $5,064. The necessary preparations were completed so as to admit paupers into the house in September, 1821. Since which, provision for the poor in the respective towns, has been discontinued in all cases where the situation of the pauper would admit of his or her removal to the house of industry, and the language of the overseer of the poor in the respective towns, to persons calling on him for assistance, is "if you need assistance and support, the house of Industry is your place; there is a comfortable house, food and clothing, and there is constant employment for you;—there your children will be provided for and instructed, and suitable measures taken to have them brought up to business."

The overseers of the poor in each of these, and in Sand Lake, which has now purchased into the establishment, now deal out nothing to poor persons, except in cases of sudden sickness, where the subject could not be removed, or in some instances, where a load of wood or some trifling assistance, would be an important relief to an industrious family, and help them through a hard winter.

The superintendents of this institution, appointed under the act by the supervisors, have found the plan of the establishment to answer their most sanguine expectations;—they believe that hereafter *no tax* for the support of the poor will be necessary in the towns connected with the institution; and that if the same system is extended into every county and town throughout the state, taxes for support of the poor can be dispensed with, and the progress and increase of pauperism can be in a great measure arrested. As individuals in the different towns, become poor, and from infirmity or otherwise, are unable to support themselves they can be placed in the house of industry owned by the county, and the concerns

of it so conducted, that the paupers can be maintained from the farm in connection with the proceeds of their own labor on the premises, judiciously and economically applied.

Individuals, it is found by experience, are induced to apply for assistance from the town, much according to the ease with which such assistance can be obtained. The example of one obtaining assistance, induces a second and a third to apply; and they will continue to apply for a share in the public provision, so long as they can have it, and still be permitted to remain at their own homes, and live in idleness and dissipation.

Since the establishment of the house of industry in this county, many who have been assisted in former years, have disappeared rather than work under the direction of a keeper; numbers have declared, "if we must work, we will work for ourselves," and they have in fact become industrious, and now earn a living. Some have gone to their connections, and others have removed to places where perhaps they are sustained in their idle habits, by the hand of *mis-applied charity.*

The superintendents of this institution consider it of the first importance, that the farm selected for a house of industry, be in the neighborhood of some large village or market town, where the surplus produce of the farm vegetables, and fruit from the garden, and manufactured articles can be sold from time to time at a small expense; and where the cheapest kinds of meat can be purchased for the house. A good garden on the farm is found very profitable; most of the labor in it can be done by the paupers; they can cultivate and prepare the vegetables for the market, and gather the seeds to be planted the ensuing year: In addition to this, a great proportion of their food in the summer is derived from a garden, and a good supply of milk.

If the poor are to be substantially benefited, they must be employed; it is therefore necessary, that while we provide for them a house, food and clothing, we must give them work suited to their age and strength; to this end it is found best to place them on a farm; from the produce of which they can have a supply of food; the men and boys can be constantly employed in cultivating the ground, or in preparing for market, articles raised upon it; and the women and girls, in spinning, weaving, knitting, &c. Placed in such a situation, they cannot easily obtain spirituous liquors; they are removed from the haunts of vice, and as they are regularly fed and employed, they become more healthy, and in fact more happy.

It is of the first importance that children be removed from the example of depraved parents. We know the influence of *example* on children; we know the power of *habit* and the importance of forming *good* habits, in early life. Let the children of paupers therefore, by all means, be separated from the influence of bad parents; provision must be made for their instruction; their morals must be attended to, and as they become of a suitable age, they ought to be put out to some trade, or on a farm.

The superintendents of this institution, cherish the hope, that the plan for supporting the poor contemplated in the act above referred to, will be adopted in all our counties; one house for a county is enough; as the supervisors of the county are a permanent body, and have charge of the fiscal concerns of the county, it is eminently proper for them to be the owners of the establishment, to appoint the superintendents; and as they come together from time to time, they can attend to the concerns of the house, without any additional expense to the county; a keeper who is competent to the duties of his place, can attend to the paupers from a county, as well as from five towns; there need be no great additional expense of buildings, and the keeper's salary, and cost of farm and buildings, if divided among all the towns in a county, must of course diminish very considerably the expense to each town, so that the annual disbursements, it is believed for the support of the poor of each town, will not exceed the amount of their excise.

For the rules and regulations of the house of industry in this county, we refer to a copy of their by-laws, which accompany this report.

At the last annual settlement, October 1st, 1822, the following statement was made, and presents the whole expense of the establishment for one year.

Farm and buildings,	$9,463 32
Furniture,	378 62
Farming utensils,	186 22
Produce, cattle, &c.	996 19
	$11,024 35

To ascertain the actual expenses of the year from October 1st, 1821, to October 1st, 1822, and the average cost of supporting a pauper in the house of industry, the following view is presented.

Monies received for produce and stock sold from the farm during the year, were all expended for necessaries, and are not included in the estimate.

Amount of monies expended in all during the year, is	$1,211 08
Of this sum however, there was paid, for permanent improvements on the premises, during the year,	198 48
Amount of stock and produce on the farm, more than the amount October 1st, 1821, excess in favor of this year,	157 38
Amount of furniture and farming utensils on hand; excess in favor of this year,	226 00
	$581 86

This $581 86, deducted from $1,211 08, leaves $629 22. To this we may add interest on amount of capital invested, as per a former statement.

	634 55
	629 22
	$1,263 77

During the year, paupers have been boarded to the amount of 1087 weeks, which cost as above, $1,263 73, and this divided by the 1087, gives, as the cost of each pauper per week, $1 16.

Deduct however from $1,263 73, the interest on $9,463, (cost of the real estate, which is $648 55, leaves, for expenses actually paid in money, $615 18. Divide $615 18 (as before) by 1087, gives, as the cost of each pauper per week, 56 and ⅔ cents.

It is proper to remark, that the *average* expense of supporting the paupers in the house of industry is more than it would have been, had the middle aged and healthy (who for years have been supported in the different towns) been sent with the *old*, *infirm*, and *diseased*, to the establishment; but the inevitable result of every wise and prudent arrangement, for the support of the poor, will be to constrain the vigorous and sturdy beggar, to shake off his vices and idleness, to provide for himself, and at once to better his physical and moral condition.

That system for supporting the poor would be perfect, which embraced none but those who were *unable*, in fact, to provide for themselves. [Letter from the superintendents.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of RICHMOND, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals (for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Castletown	2	Not stated.	1	1	....	Not stated.	Not stated.	.....
Northfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Southfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Westfield	7	0	4	3	1	213 80	10 00	.....

Sums of money raised by tax, in the county of Richmond, for the support of the poor in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$927 25
1817,	828 36
1818,	1,086 86
1819,	1,339 85
1820,	1,106 67
1821,	851 95
1822,	765 29
Total,	$6,906 23

In the town of Westfield, there is on hand a fund of $70 for the support of the poor.

WESTFIELD.

There is a house kept as a poor-house, but as it is not a commodious building, having only two rooms, we have never sent any of the poor of our town; as it has been crowded with paupers from the other towns, we could not have room; but since, owing to some deranged and disorderly paupers, and there being no place of confinement, the overseers have taken out their poor and abandoned the house. I have conversed with several persons on the subject of the poor, and it appears to be the general opinion, that if we had a suitable and well regulated poor-house, near the centre of the county, with apartments sufficient, so that those paupers who are able to labor, should be kept at work, and disorderly paupers confined, it would be advantageous to the county. It also appears to be a prevailing opinion, that the justices and overseers of the poor ought to have discretionary power, in sending such of the paupers to the poor-house as they thought best, and in relieving such others out of it, as might be the means of keeping families from becoming a burthen, by affording a small relief. It is the opinion here, that we ought to petition the legislature, for the privilege of selling the old poor-house and lot, and purchasing a lot, and building another poor-house. [Letter from the supervisor of Westfield.]

CASTLETOWN.

We help some families through the winter. The two paupers in this town are supported in private families. [Letter from supervisor.]

A TABLE shewing the number of Paupers supported at the public expense in the county of ROCKLAND, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts	*Dolls. Cts.*	
Clarkstown	13	Not stated.	6	7	3	810 00	50 00	.....
Haverstraw.....No return.	.....	.....	....	....	....	.....	.....	.....
Hampstead	14	Not stated.	3	11	9	313 87	75 00	2
Orangetown .....No return.	.....	.....	....	....	....	.....	.....	.....

[*Note.*—The clerk of Rockland county states, that there were three appeals, one of them cost $495 64; the costs of the other two not stated.]

HAMPSTEAD.

This town formerly had a poor-house, but our overseers of the poor, found by experience, that it cost the town more money than to sell the poor to the freeholders of the said town. [Letter from the supervisor of Hampstead.]

A TABLE shewing the number of Paupers supported at the public expense in the county of SARATOGA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Ballston	18	25	16	27	11	589 00	170 00	.....
Charlton	3	2	3	2	2	130 00	25 00	.....
Corinth	0	11	4	7	6	120 00	20 00	.....
Concord	No return.	.....	.....	....	....	.....	.....	.....
Edinburgh	No return.	.....	.....	....	....	.....	.....	.....
Galway	No return.	.....	.....	....	....	.....	.....	.....
Greenfield	16	0	6	10	3	464 00	26 00	1
Hadley	No return.	.....	.....	....	....	.....	.....	.....
Halfmoon	17	24	28	13	6	1,491 00	263 00	.....
Malta	3	0	1	2	0	138 00	27 50	.....
Milton	9	Not stated.	5	4	0	775 00	25 50	.....
Moreau	2	7	4	5	4	320 73	25 92	.....
Northumberland	No return.	.....	.....	....	....	.....	.....	.....
Providence	12	Not stated.	4	3	6	337 62	8 00	.....
Saratoga	5	7	6	6	4	525 00	70 00	.....
Stillwater	5	31	16	20	16	550 00	25 00	.....
Waterford	No return.	.....	.....	....	....	.....	.....	.....
Wilton	2	Not stated.	2	0	0	150 00	Not stated.	.....
Saratoga Springs	1	12	6	7	4	360 00	150 00	12

In the town of Providence there is on hand a fund of $96, for the support of the poor, and in the town of Ballston a similar fund of $28, being a legacy left by a widow of the said town.

Sums of money raised by tax, in the county of Saratoga, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$3,650
1817,	4,900
1818,	8,290
1819,	7,100
1820,	5,601
1821,	4,358
1822,	4,575
Total,	$38,474

The board of supervisors, as well as others, have for years been anxious that some alteration should be effected in the poor-system, and would probably ere this, have adopted the plan by [of] Rensselaer county,

[house of industry] had it not been for the prospect that something on the subject would shortly be done by the legislature. [Letter from the supervisor's clerk of Saratoga.]

BALLSTON.

We had no poor-house in this town, until the present year, nor was there any general one in the county. An attempt had been made by this town and three others to enter into negociations to obtain one, but the other towns in this county declined the proposal; and after two years fruitless attempts, it was decided at the last town meeting to hire a house, and ground adjacent thereto for one year, and place the poor of this town therein, for the same space of time, at labor, if capable of performing any. Since the above decision, we have entered into an agreement with the town of Milton, and hired a house in a central position in this town, in connection with them, for the accommodation of the poor of both towns; each town to bear their equal proportion of the expenses, in proportion to the number of paupers resident in the same, and the circumstances attending them respectively. They have an agent resident in the house, who keeps an account of all disbursements which he is to render to the overseers when called on. He also has a cook, who cooks the victuals and takes charge of the provisions furnished by the overseers. This cook is paid by the towns of Ballston and Milton, at one dollar per week. The expense of the agent and house rent for the year, is $1 25 per week; besides the expense of a garden spot if wanted. But as this mode of accommodating the poor with a residence, is not pleasing to them, they have as yet refused to enter the poor-house, so that should they persist in the refusal, the burthen of this town will be light this year; as there is but one occupant as yet from Milton, and none from here. The want of a house for the accommodation of paupers, has been felt in consequence of transient paupers coming in upon us, and no place of accommodation for them, and consequently we are compelled to procure a residence at some private house, which incommodes the family; and this expense is consequently incurred, which tended much to increase our expenses. Another great inconvenience arising from pauper cases is, that many of them are persons who come out of the other states, who have no residence here, and no right to send them where they belong, without incurring great risk to the person conveying them out of the state. I have given you a detail of what I deemed an answer to your questions stated in your letter of April 21, 1823, as nearly as information would permit. [Letter from the supervisor of Ballston.]

HALFMOON.

We have no county poor-house nor house of industry, nor any thing of the kind in this town, except that for this year the overseers of the poor, have hired a tenement, which is under their management for the accommodation of the poor, but its utility is not yet proved. [Letter from the supervisor of Halfmoon.]

PROVIDENCE.

We have tried the experiment of putting some of our paupers into a house of industry, but we could not maintain them so cheap as by proposals and contracts with individuals (vendue like.) Our paupers have generally been of that class who were unable to labor, and many of them require constant attention. [Letter from the supervisor of Providence.]

SARATOGA SPRINGS.

This being a watering place, paupers among others, crowd here for their health; and we should benefited by a revival of the old law, authorising *pass-warrants*, by which we might send paupers to the place whence they last came without regard to their settlement. [Letter from the supervisor of Saratoga Springs.]

STILLWATER.

A dwelling house 24 feet by 30, with three acres of land contiguous, was purchased at an expense of $600, and in the liquidation of accounts of that year, it was found that the saving had been about one half. At this place the poor have been commonly maintained since *at a decreased expense of more than one-half, very nearly two-thirds;* and I have no doubt but by the continuance of the alteration from boarding them out, as was formerly done, and forming them into one family, and locating them at the poor-house, it is a safe calculation that two-thirds of the ordinary expense is saved. I would also observe, that in the year 1819, we raised $500 for the purpose of repairing and making some addition to the house, which increased the expense of that year to what it is rated. Previous to the establishment of the poor-house, the price of maintaining weekly, was from 2 to 3 dollars. In closing these remarks I would observe, that from fifteen years experience in the management of town concerns, having audited and examined the accounts of the poor-masters, witnessed the operation of our present system, and experiencing the exertions and expedients, to throw the paupers from the towns to the counties, under the above statute, and knowing from observation the habits and dispositions, views and wishes of the people, I am convinced the present law is defective; that its provisions invite to pauperism, and that the best, and perhaps only corrective of the evil, will be found in *county houses of industry.* We found an extensive advantage in a town poor-house, which would have been encreased, had suitable materials been furnished for the employment of the poor; and I have a right to consider this town an epitome of the state, and by an expansion of the plan to the state at large, that benefit may be generally enjoyed, of [which] this town. has only partially partaken. [Letter from the supervisor of Stillwater.]

CORINTH.

There is no poor-house in our town, nor any county poor-house. I think it would subserve the cause of humanity, and be less burthensome on

community to have the paupers supported wherever they might chance to be, as generally speaking, much of the expense attached to their support, &c. is paid in transporting them, and in appeals, &c. [Letter from the supervisor of Corinth.]

CHARLTON.

The greatest difficulty and expense arises from a clear definition of the law of settlements. I think a *county poor-house*, would remedy many of the evils of the present system, and would be a saving of expense. [Letter from the supervisor of Charlton.]

A TABLE shewing the number of Paupers supported at the public expense in the city and county of SCHENECTADY, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

CITY AND TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Duanesburgh.....No return.	.....	.....	....	....	....	.....	.....	.....
Glenville	8	2	7	3	3	251 31	36 00	.....
Niskayuna.....No return.	.....	.....	....	....	....	.....	.....	.....
Princetown .....No return.	.....	.....	....	....	...	.....	.....	.....
Rotterdam .....No return.	.....	.....	....	....	....	.....	.....	.....
Schenectady, (city of).....	9	13	15	12	7	1,103 36	268 81	2

Sums of money raised by tax, in the county of Schenectady, for the support of the poor, in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$1,250
1817,	2,360
1818,	2,185
1819,	2,835
1820,	1,780
1821,	1,280
1822,	1,100
Total,	$12,790

GLENVILLE.

There have been cases in towns, where strangers having property with them, to a considerable amount, have attempted to throw themselves on the towns, under the excuse that they were out of money and could not

go on to their places of settlement, and have, in some cases, put towns to great expense, when their property which they had with them, if a portion had been disposed of, would have aided them, on to their places of settlement. The present acts do not, I believe, make any provision for disposing of property in cases of this kind. In the spring of 1820, the paupers belonging to the four wards of the city of Schenectady, were ordered to be brought and kept in the alms-house, since which time our poor expenses have been *less than they were before the establishment of that alms-house.* [Letter from the supervisor of Glenville.]

CITY OF SCHENECTADY.

An alms-house was completed in this city, in the year 1819, since which time, the great proportion of the paupers belonging to the city, have been supported in the same. During the year embraced in this report, 19 out of the 27 paupers, have been supported in the alms-house, and there are at the date of this report, in the same, eight paupers. The alms-house is regulated agreeable to the rules, a copy of which accompanies this report. The number of our poor, and of course the expense of supporting them, has diminished greatly since the establishment of the alms-house in 1819. This diminution I think I may safely state at *one third.* The original plan was, unless in extreme cases, not to afford any relief out of the alms-house, and thus oblige all paupers, who required support, to resort to it. Were this rule rigidly enforced, there is no doubt the number and expense would decrease in a greater degree. It has been found, however, impossible to adhere to this plan, and it has accordingly been relaxed in many instances.

I have only to add, that you must be aware that the cities are the great resorts for the straggling and vagrant poor, who although having no permanent settlement amongst us, still at times call loudly for relief and assistance. That this is no inconsiderable item, you must be sensible, did it not already appear from the answer to your third question. Whether this evil arises from a knowledge that more ample funds exist in the cities, and of course that they will be more liberally dispensed, is not for me to determine. Certain it is that the evil has been greatly aggravated, by temporary causes, the principal of which is the *immense number of laborers employed on the canal in our vicinity.* The increase in the amount of productive labor, in consequence of this great work, has no doubt diminished the number of paupers *permanently settled* and chargeable to the city, yet it is equally certain that the *transient poor* are increased from the same cause, and that it has served to swell the amount of expenses during the past year. That the evil will become still more serious, after the completion of the *canal,* is highly probable. [Letter from H. Yates, jun. Esq. the mayor of Schenectady.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of SCHOHARIE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Blenheim	0	4	1	3	1	38 50	23 50	.....
Broome	11	Not stated.	5	6	4	254 52	45 00	.....
Carlisle	No return.	.....	...	...	...	.....	.....	.....
Cobleskill	2	0	2	0	0	112 37	45 37	2
Jefferson	No return.	.....	...	...	...	.....	.....	.....
Middleburgh	0	7	2	5	0	242 87	32 37	.....
Schoharie	No return.	.....	...	...	...	.....	.....	.....
Sharon	8	Not stated	3	5	1	431 00	158 00	5
Summit	No return.	.....	...	...	...	.....	.....	.....

Sums of money raised by tax, in the county of Schoharie, for the support of the poor, in the years 1818, 1819, 1820, 1821, 1822.

In the year 1818,	$502
1819,	1,350
1820,	1,050
1821,	950
1822,	1,070
Total,	$4,922

In the town of Blenheim there is on hand a fund of $1,100, for the support of the poor, in bonds and mortgages.

BLENHEIM.

In reference to our laws for the relief and settlement of the poor, the executing any office or charge for one year, gives a settlement. An exception to the office of *overseer of highways* ought to be made. In country towns, there are from twenty to sixty road districts, and as some little additional trouble is imposed, by virtue of the office, on the overseers, they are generally put in by rotation, which in a few years extends to every person liable to be assessed on the highways. The same objection applies to *a trustee in a school district.* Such, therefore is the facility and ease in gaining a settlement, that it renders nugatory that section of the act which was meant as a guard and relief against gaining a settlement to the different towns. [Letter from the supervisor of Blenheim.]

BROOME.

This town has a farm, containing about 110 acres, which has rented for $35 per year, which is applied to the support of paupers, exclusive of what is raised by taxes. The tenant who occupies the farm above mentioned, pays the rent by supporting paupers. [Letter from the supervisor of Broome.]

SHARON.

I am inclined to suggest, and believe that county *poor-houses or houses of industry*, will much diminish the expense of paupers, and render those much more happy that are entitled to protection under that law, and will also have a tendency to detect many that claim support from the town. It is in many cases difficult, and very expensive to board some description of paupers among the inhabitants at any price. Many heavy expenses have heretofore occurred to this town, and to individuals who have acted in official capacities in disposing of that part of the community, in consequence of appeals, &c. [Letter from the supervisor of Sharon.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of SENECA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Covert	11	Not stated.	4	7	7	278 70	39 20	.....
Fayette ..... No return.	.....	.....	....	....	....	.....	.....	.....
Junius	3	Not stated.	2	1	0	632 94	252 71	1
Ovid ..... No return.	.....	.....	....	....	....	.....	.....	.....
Romulus ..... No return.	.....	.....	....	....	....	.....	.....	.....

A TABLE, shewing the number of Paupers supported at the public expense in the county of ST. LAWRENCE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Canton	1	10	6	5	3	110 00	43 49	.....
De Kalb ..... No return.	.....	.....	....	....	....	.....	.....	.....
Fowler	0	Not stated.	....	....	....	Not stated.	Not stated.	.....
Gouverneur ..... No return.	.....	.....	....	....	....	.....	.....	.....
Hopkinton	2	1	1	2	1	189 00	24 00	.....
Lisbon ..... No return.	.....	.....	....	....	....	.....	.....	.....
Louisville	0	4	2	2	1	45 00	27 26	.....
Madrid	3	1	2	2	2	154 75	20 00	.....
Massena ..... No return.	.....	.....	....	....	....	.....	.....	.....
Morristown ..... No return.	.....	.....	....	....	....	.....	.....	.....
Norfolk ..... No return.	.....	.....	....	....	....	.....	.....	.....
Oswegatchie ..... No return.	.....	.....	....	....	....	.....	.....	.....
Parishville ..... No return.	.....	.....	....	....	....	.....	.....	.....
Pierrepont ..... No return.	.....	.....	....	....	....	.....	.....	.....
Potsdam	2	5	2	5	4	220 00	29 00	2
Rossie	0	3	1	2	1	27 00	25 31	.....
Russell ..... No return.	.....	.....	....	....	....	.....	.....	.....
Stockholm ..... No return.	.....	.....	....	....	....	.....	.....	.....

In the town of Hopkinton there is on hand a fund of $1,400, for the support of the poor; in the town of Louisville a like fund of $501 50, and in the town of Rossie a like fund of $350.

Sums of money raised by tax, in the county of St. Lawrence, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$929 21
1818,	1,819 15
1819,	967 56
1820,	1,894 33
1821,	672 22
1822,	1,009 11
Total,	$7,291 58

Within the last year there have been three *appeals*, which cost about $175. The law of 1817 has been beneficial to this county. [Letter from the supervisor's clerk.]

CANTON.

The overseers of the poor of this town, were compelled, under the act of February 18, 1820, to prosecute a complaint against a person for killing deer contrary to the act, in which suit a judgment was recovered, and a writ of certiorari obtained, a determination whereof is not yet had. The overseers of this town, have also prosecuted a person under the fourth section of the act, passed April 5, 1817, for bringing a pauper into this town, and then leaving her, having no legal settlement therein, and obtained a judgment, which has been reversed as I understand, on the ground that the section does not mean the removal of a pauper from one town to another, but from without the state. This section is considered ambiguous. See the case of the overseers of the poor of the town of Canton vs. J. Davis, last January term. [Letter from the supervisor of Canton.]

LOUISVILLE.

I think the local situation of the county of St. Lawrence, as a frontier, demands the attention of the legislature. We are unquestionably entitled to a proportion of the state fund, granted to the city of New-York, for the support of foreigners. [Letter from the supervisor of Louisville.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of STEUBEN, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Addison ..... No return.	.....	.....	....	....	....	.....	.....	.....
Bath	6	2	5	3	0	464 53	40 39	.....
Barrington .....No return.	.....	.....	....	....	....	.....	.....	.....
Cameron	0	0	....	....	....	0 00	0 00	.....
Canisteo	0	3	2	1	0	57 87	19 00	1
Conhocton .....No return	.....	.....	....	....	....	.....	.....	.....
Dansville	1	2	0	3	0	529 34	387 34	.....
Howard	0	3	1	2	0	25 00	5 00	.....
Hornellsville.. .....No return.	.....	.....	...	....	....	.....	.....	.....
Jersey ....No return.	.....	.....	....	....	....	.....	.....	.....
Painted Post	0	9	4	5	2	68 50	60 50	8
Prattsburgh .....No return.	.....	.....	....	....	....	.....	.....	.....
Pulteney	0	3	1	2	2	33 50	24 50	.....
Reading	2	0	1	1	0	262 90	30 00	.....
Troupsburgh	0	0	....	....	....	15 00	15 00	.....
Tyrone .....No return.	.....	.....	....	....	....	.....	.....	.....
Urbana .....No return.	.....	.....	....	....	....	.....	.....	.....
Wayne	0	1	1	0	0	90 00	85 00	1
Wheeler .....No return.	.....	.....	....	....	....	.....	.....	.....

Sums of money raised by tax in the county of Steuben, for the support of the poor in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$205 00
1817,	100 00
1818,	568 83
1819,	955 89
1820,	600 00
1821,	366 56
1822,	870 00
Total,	$3,666 28

In the town of Cameron, there is on hand a fund of $44 38, for the support of the poor. In the town of Howard, a like fund of $15. In the town of Pulteney, a like fund of $157 38; and in the town of Reading, a like fund of $598 40.

BATH.

My opinion is that a *county poor-house* ought to be erected in each county, and make the different towns composing the county, share in the expenses. It will have a tendency to deter some paupers from making application to the respective poor-masters for assistance, when they know they will have to be put in the county house. As it now is, the poor are billeted out among farmers, and they live at their ease without any compulsion to make them do any labor. [Letter from the supervisor of Bath.]

PULTENEY.

Since 1817, there have been a number of applications to the overseers of the poor of this town, by people who appear to be destitute of economy and perseverance in business, but who are in all other respects, capable of obtaining a suitable support for themselves and families. Such persons have occasionally received a partial relief from the poor fund, and again been encouraged to labor and depend on their own industry. People of this description however, rear their families in idleness, and fit them to form the most indifferent class of citizens, and become rather a dead weight on society. Perhaps our legislature may in their wisdom, find a remedy for this evil, in the establishment of *county or district poor-houses, where children of this class may be clothed, and educated and brought up in the habits of industry and fitted to become useful members of society.* [Letter from the supervisor of Pulteney.]

WAYNE.

Permit me to suggest the idea of doing away, in a great measure, the great evils resulting from contention about last places of *settlement, by extending the limits to counties or districts, which I think would entitle the subject of erecting houses of industry to greater consideration.* [Letter from the supervisor of Wayne.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of SUFFOLK, during the twelve months preceeding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Brookhaven	33	Not stated.	17	16	6	1,096 18	41 49	5
East Hampton	9	Not stated.	4	5	0	310 03	0 00	.....
Huntington	51	Not stated.	22	29	10	1,316 12	35 75	.....
Islip	No return.	.....	.....	.....	.....	.....	.....	.....
Riverhead	10	0	1	9	2	577 16	Not stated.	.....
Shelter Island	2	0	0	2	0	93 87	4 00	.....
Smithtown	10	Not stated.	2	8	3	674 78	25 00	.....
Southampton	39	Not stated.	15	24	12	1,100 00	Not stated.	.....
Southold	20	Not stated.	6	14	2	921 00	200 00	4

Sums of money raised by tax, in the county of Suffolk, for the support of the poor in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$6,220
1817,	7,170
1818,	8,200
1819,	8,450
1820,	7,600
1821,	6,425
1822,	5,880
Total,	$49,945

In the town of Huntington there is on hand a fund of $500, for the support of the poor.

BROOKHAVEN.

In the year 1817, owing to the increasing demands of paupers on this town, both in regard to the number of them, and the price for keeping them the overseers of the poor purchased a house and about ten acres of land for the sum of $900 into which they received all such poor persons as they deemed objects of charity, or that by law they were bound to support, unless they could be supported elsewhere as cheap as in the poor-house. Those at the poor-house that could do any labor are employed in cultivating said land, in domestic manufactures, picking oakum, &c. Notwithstanding the encreasing demands on the public for support, up to the year 1817, it is my opinion since we established a poor-house in our town, the expense of supporting the poor is one third less than it would otherwise have been, and that the poor are better supported than before. It is highly necessary to have our poor laws more minute, clear and precise. The gaining of a settlement ought to be more difficult. I could wish, instead of $75, the purchase and payment of real estate might be very considerably increased, and that the estate should actually be worth the consideration named in the purchase. For instance, a few years since a man residing in Southampton, and possessing a property not worth over $25, he soon became a pauper, and was, on an appeal, put on this town, because the property he gave in exchange for what he had owned in this town, was worth over $75. This pauper cost the town nearly $300. Could not some way be devised to lessen the expenses of appeals, and have the questions settled more expeditiously. *I have been acquainted with the management of our poor in this town for fourteen years past, and am much in favor of poor institutions.* I am very confident that the poor are better supported in our town, and *at least one third cheaper*, than they were before we procured a house for them. I should wish that this plan might be recommended to our legislature at the next session. [Letter from the supervisor of Brookhaven.]

HUNTINGTON.

There is no poor-house nor house of industry in this town. The paupers are placed in various families by contracts for the year, until the ensuing town meeting. [Letter from the supervisor of Huntington.]

SOUTHOLD.

This town owns a farm of about 30 acres, on which is a dwelling house, in which all the paupers are kept under the care of a keeper, who resides in the house. The paupers perform a little labor on the farm, but the most of them, both male and female are old, lame, deaf, delirious, or otherwise diseased. The farm is worth about $1,600. [Letter from the supervisor of Southold.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of SULLIVAN, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers, and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Bethel.....No return.	.....	.....	....	....	....	.....	.....	.....
Liberty.....No return.	.....	.....	....	....	....	.....	.....	.....
Lumberland.....No return.	.....	.....	....	....	....	.....	.....	.....
Mamakating.....No return.	.....	.....	....	....	....	.....	.....	.....
Nevisink.....No return.	.....	.....	....	....	....	.....	.....	.....
Rockland.....	0	0	....	....	....	4 50	4 50	.....
Thompson.....No return.	.....	.....	....	....	....	.....	.....	.....

A TABLE, shewing the number of Paupers supported at the public expense in the county of TIOGA, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Berkshire.....	0	3	1	2	0	50 00	14 50	.....
Bigflatts.....	1	0	1	0	0	125 00	25 00	.....
Candor.....No return.	.....	.....	....	....	....	.....	.....	.....
Catharinestown.....No return.	.....	.....	....	....	....	.....	.....	.....
Catlin.....No return.	.....	.....	....	....	....	.....	.....	.....
Chemung.....	0	0	....	....	....	0 00	Not stated.	.....
Elmira.....	3	Not stated.	3	0	0	243 00	26 00	.....
Erin.....No return.	.....	.....	....	....	....	.....	.....	.....
Owego.....	2	7	4	5	2	234 00	25 00	.....
Southport.....No return.	.....	.....	....	....	....	.....	.....	.....
Spencer.....No return.	.....	.....	....	....	....	.....	.....	.....
Tioga.....No return.	.....	.....	....	....	....	.....	.....	.....
Veteran.....No return.	.....	.....	....	....	....	.....	.....	.....
Westville.....No return.	.....	.....	....	....	....	.....	.....	.....

In the town of Chemung, there is on hand a fund of $169 60, for the support of the poor.

BIGFLATTS.

As to the utility of a poor-house in my humble opinion, one at or near each court-house, would be of interest to the county and towns in general. [Letter from the supervisor of Bigflatts.]

ELMIRA.

From what personal observations I have been able to make, in regard to the poor, I am satisfied that their disability to maintain themselves, has arisen from *intemperance*. This appears to be the great evil of all evils, and one of the great destroyers of the human family, and the source from which almost all their misfortunes flow. [Letter from the supervisor of Elmira.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of TOMPKINS, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Caroline.....No return.	.....	.....	....	...	....	.....	.....	.....
Danby.....No return.	.....	.....	....	....	....	.....	.....	.....
Dryden.....	3	1	1	3	0	324 52	48 00	.....
Enfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Groton.....	2	0	0	2	0	227 00	143 00	2
Hector..... No return.	.....	.....	....	....	....	.....	.....	.....
Ithaca.....No return	.....	.....	....	....	....	.....	.....	.....
Lansing..... No return.	.....	.....	....	....	....	.....	.....	.....
Newfield.....No return.	.....	.....	....	....	....	.....	.....	.....
Ulysses.....	1	16	7	10	11	190 00	20 00	3

Sums of money raised by tax, in the county of Tompkins, for the support of the poor, in the years 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1817,	$201 50
1818,	878 22
1819,	1,596 57
1820,	1,197 74
1821,	1,063 60
1822,	1,131 63
Total,	$6,069 26

I am led to believe that there has been paid to justices and constables, for the above services, a sum not less than $200, since the county was erected. [Letter from the supervisor's clerk.]

ULYSSES.

There is no poor-house nor house of industry in this town, and I know of none in the county of Tompkins. I am of opinion that the state of the poor in our county, will not at present, warrant the expense of such an establishment. I think that, generally speaking, they may in a country

place be hired and otherwise billetted out to better advantage for the town or county, than to be at the expense of building and superintending a public place for them. [Letter from Mr. N. Halsey, the supervisor of Ulysses.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of ULSTER, during the twelve months preceding April 21, 1823, with other particulars derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Esopus.....No return.	.....	.....	...	....	....	.....	.....	.....
Hurley.....No return.	2	0	1	1	1	90 00	4 00	.....
Kingston.....	15	6	8	13	8	1,150 00	310 00	5
Marbletown.....	17	Not stated.	8	9	6	400 00	0 00	.....
Marlborough.....No return.	.....	.....	....	....	....	.....	.....	.....
New Paltz.....	9	33	21	21	19	623 38	50 00	11
Olive.....No return.	.....	.....	....	....	....	.....	.....	.....
Plattekill.....	6	Not stated.	4	2	1	406 75	216 38	9
Rochester.....No return.	.....	.....	....	....	....	.....	.....	.....
Saugerties.....	12	Not stated.	7	5	5	550 00	95 00	.....
Shandaken	1	7	3	5	2	222 00	200 00	7
Shawangunk.....	14	12	13	13	5	818 00	218 00	.....
Warwarsing.....	4	Not stated.	2	2	2	230 50	10 00	.....
Woodstock.....	3	5	3	5	2	75 00	42 71	5

I send you the returns from all the towns in Ulster county, (except five towns which have not been received,) on the subject of the poor. In addition to the information they contain, it may perhaps be useful to state, that there are five paupers supported as a county charge, on account of their being foreigners. The sum annually raised, is about $300. [Letter from the county clerk.]

KINGSTON.

We have no poor-house nor house of industry, that can be properly so called. We contract with one person for the maintenance of a specified number, for a specified sum, who furnishes them with all the necessaries of life, and receives from them such services as they are able to perform. By this plan, instead of putting them out singly to different individuals, the town saves annually, at least $200. [Letter from the overseers of the poor of Kingston.]

MARBLETOWN.

Our poor are now billeted out among the inhabitants, *and it is our opinion that a poor-house or house of industry would greatly increase our expenses.* [Letter from the supervisor of Marbletown.]

PLATEKILL.

We have a poor-house and lot in our town, but for the want of room and other conveniencies, there is but one of our poor in it at present. There is not any of our paupers, who are employed in any kind of labor. [Letter from the overseers of the poor of Platekill.]

SHANDAKEN.

We contract with one person for the maintenance of the pauper chargeable to us, who finds all the necessaries of life, and receives from her, such service as she is able to perform. [Letter from the overseers of the poor of Shandaken.]

SAUGERTIES.

There are no facts within our knowledge, that will be important to state, except that pauperism has increased in this town, as fast perhaps as in any other, as can be readily seen, from noticing that no tax was requisite here, until 1820, and no very expensive law suits have ever been made chargeable to this town. [Letter from the overseers of the poor of Saugerties.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of WARREN, during the twelve months preceeding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Athol	4	Not stated.	1	3	0	214 39	Not stated.	
Bolton	No return.							
Caldwell	2	3	2	3	0	134 37	15 16	
Chester	0	0				0 00	0 00	
Hague	No return.							
Johnsburgh	2	3	2	3	2	248 17	Not stated.	
Luzerne	No return.							
Queensbury	4	18	8	14	12	367 51	37 60	7
Warrensburgh	3	0	1	2	0	207 82	19 13	

Sums of money raised by tax, in the county of Warren, for the support of the poor in the years 1816, 1817, 1818, 1819, 1820, 1821, 1822.

In the year 1816,	$650
1817,	1,550
1818,	1,310
1819,	1,300
1820,	1,925
1821,	1,525
1822,	1,507
Total,	$9,767

In the town of Chester there is on hand a fund of $400 for the support of the poor.

JOHNSBURGH.

This town has lately purchased a small farm, contemplated for the use of the poor. Paid the year past, for said farm, $211 31. No other fund. [Letter from the supervisor of Johnsburgh.]

QUEENSBURY.

The mode adopted, and which has been practised in this town, for three years past, is to receive sealed proposals from competent and discreet citizens of the town. The inhabitant offering to take charge of the poor, and furnish them with all the necessaries and comforts suitable to their condition in life (including even extra expenses, such as surgeons' and physicians' bills,) is entitled to the contract, which is reduced into writing, and contains a clause providing that the agreement shall be performed under the immediate and exclusive direction and superintendence of the overseers of the poor. This system has materially reduced the expense, although the number of paupers has been increased, and by a judicious selection of contractors, the paupers have been well fed and clothed, lodged and attended. [Letter from the supervisor of Queensbury.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of WASHINGTON, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Argyle	2	2	2	2	0	221 00	90 00	3
Cambridge	4	5	2	7	3	468 63	103 00	.....
Dresden .....No return.	.....	.....	....	....	....	.....	.....	.....
Easton	10	8	8	10	4	625 00	124 27	1
Fort-Ann .....No return.	.....	.....	....	....	....	.....	.....	.....
Fort-Edward ....No return.	.....	.....	....	....	....	.....	.....	.....
Granville	8	4	4	8	0	536 78	226 00	.....
Greenwich	12	Not stated.	5	7	5	760 00	40 00	.....
Hampton	0	1	0	1	0	8 40	5 50	.....
Hartford	10	13	8	15	4	725 00	127 75	11
Hebron	2	3	2	3	1	254 00	166 00	.....
Jackson	Not stated.	Not stated.	....	....	....	150 00	Not stated.	.....
Kingsbury	5	18	13	10	10	550 00	50 00	.....
Putnam	Not stated.	Not stated.	....	....	....	50 00	Not stated	.....
Salem	9	Not stated.	3	6	0	462 81	Not stated.	.....
Whitecreek	6	Not stated.	4	2	4	236 00	Not stated.	.....
Whitehall	4	8	5	7	8	515 25	22 62	.....

Average amount of money raised by tax in the county of Washington, for the support of the poor, for the last six years, $4331 66—amount raised

last year, $3,525; (but the particular amount raised in each of the preceding five years, is not stated.)

In the following towns, there are funds on hand for the support of the poor, viz: In Greenwich $25—In Hartford $176—In Hebron $228, and in Kingsbury $363.

CAMBRIDGE.

The ignorance of justices of the peace generally in making orders of removal and orders for the support of poor, especially county poor, their inattention and carelessness in making the necessary examinations and the vexations attending the removal of paupers to other states, I would with deference suggest to your notice. [Letter from the supervisor of Cambridge.]

HAMPTON.

I know of no better remedy for many of the prevailing vices in community, than *a work house, or house of industry in every town;* and not only the poor, but the idle and mischievous of every description, to be put to work in it, until they will reform. It will be a means to inform the ignorant, correct the vicious, and restrain the idle, and in a word, exchange many of the bad habits of society, for better ones. It will be the means of saving many of the rising generation, from that wretchedness which idleness, dissipation and wantonness, so plentifully bestow on those who follow such courses. [Letter from the supervisor of Hampton.]

HEBRON.

In 1818, we made the experiment of procuring a poor-house, placing it directly under the management of one of our overseers of the poor, and have had in it on an average to the present time, three paupers. From our limited experience in the poor-house system, it is believed that the establishment of county poor-houses, would have the effect of materially lessening our taxes for the support of paupers. In such an establishment, the industry of the paupers might be turned to good account, and their manners subjected to the immediate inspection of a prudent overseer, their most prevalent vices completely checked, and their morals improved. Judging by the saving made by the establishment of a poor-house in this town it is believed, that in a county establishment, when the expense of management would be considerably less in proportion, little more than half our present tax would be sufficient to defray the average share of expense for our town. [Letter from the supervisor of Hebron.]

KINGSBURY.

About one-sixth of our expense, for the last six years, has been for the *support of foreigners.* [Letter from the supervisor of Kingsbury.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of WAYNE, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	Dolls. Cts.	
Galen ..... No return.	.....	.....	....	....	....	.....	.....	.....
Lyons ..... No return	.....	.....	....	....	....	.....	.....	.....
Macedon	1	0	0	1	0	50 00	Not stated.	.....
Ontario ..... No return.	.....	.....	....	....	....	.....	.....	.....
Palmyra.....	2	0	1	1	0	100 00	Not stated.	.....
Sodus.....	5	0	3	2	2	163 20	30 00	.....
Williamson ..... No return.	.....	.....	....	....	....	.....	.....	.....
Wolcott	5	0	0	5	3	188 25	12 00	.....

MACEDON.

As to the poor-laws that now exist, I think they might be improved, if they were so framed as to prevent the transportation of the poor from town to town, and county to county, it might prevent much cost that is now made. As to the best and cheapest mode of supporting the poor, it has been a matter of some doubt in my mind; but I have after much reflection, come to the conclusion, that if *a poor-house was built in each county, and all the poor supported therein, it would be the best and cheapest way.* [Letter from the supervisor of Macedon.]

A TABLE, shewing the number of Paupers supported at the public expense in the county of WESTCHESTER, during the twelve motnhs preceding April 21, 1823, with other particulars derived from public documents and reports furnished the Seeretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and cost of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	Dolls. Cts.	
Bedford	27	Not stated.	13	14	6	1,139 00	303 76	.....
Cortland	19	22	18	23	10	795 56	95 56	.....
Eastchester..... No return.	.....	.....	....	....	....	.....	.....	.....
Greenburgh.....	11	Not stated.	4	7	4	690 00	186 50	3
Harrison..... No return.	.....	.....	....	....	....	.....	.....	.....
Mamaroneck	4	Not stated.	2	2	2	422 75	Not stated.	.....
Mount Pleasant	46	Not stated.	26	20	21	1,224 50	112 00	2
New-Castle,.....	14	Not stated.	5	9	3	473 00	100 00	2
New Rochelle.....	4	0	3	1	1	236 20	31 87	.....
North Castle	8	Not stated.	5	3	3	385 52	47 00	.....
North Salem	14	Not stated.	5	9	0	400 00	Not stated.	1
Pelham..... No return.	.....	.....	....	....	....	.....	.....	.....
Poundridge..... No return.	.....	.....	....	....	....	.....	.....	.....
Rye.....	6	Not stated.	4	2	0	495 00	76 50	1
Scarsdale	1	0	0	1	0	54 00	Not stated.	.....
Somers	17	Not stated.	8	9	4	500 00	36 50	.....
South Salem	23	Not stated.	9	14	7	529 61	8 00	.....
Westchester.....	41	Not stated.	19	22	15	1,913 62	0 00	.....
Whiteplains ..... No return.	.....	.....	....	....	....	.....	.....	.....
Yorktown.....	17	Not stated	9	8	5	476 00	Not stated.	.....
Yonkers ..... No return.	.....	.....	....	....	....	.....	.....	.....

In the town of Somers there is on hand a fund of $154 28, for the support of the poor.

MOUNT PLEASANT.

This town has a poor-house and about 50 acres of land attached thereto. There is but a small proportion of the poor supported therein. It is leased to a person who has all the privileges and emoluments he can raise off the said farm, for his own benefit, conditioned that he is to keep all paupers sent to him, at 50 cents per week board. The reason I shall assign for not having all the paupers supported at the poor-house, is that the town having given the overseers discretionary powers to send them or not, provided they can get them kept as cheap out it, as in, and many having friends, are willing to keep them at that price and less, before they will suffer them to go the house. [Letter from the supervisor of Mount Pleasant.]

RYE.

Since the year 1813, this town has united with the town of Harrison, and have had the poor kept at a place provided annually by the two towns, where all the poor that apply for support are sent, except in some cases when their friends pay a part; the town then allows 50 cents per week. Previous to the above arrangement taking place, this town raised from 6 to 800 dollars per year. As respects removals and appeals, in the year 1821, in one case of removal and an appeal from the same, the expense amounted to about $100, and in several previous years the expense of removal has been very considerable. It will consequently be necessary to remedy this as one of the greatest defects. [Letter from the supervisor of Rye.]

SOUTH SALEM.

We have two houses, where part of our poor are kept. At one house there is a tract of pasture land, which is about sufficient to support one cow, with which the paupers are furnished. At this house there is one man 83 years of age, who is blind; four females, one about 78, another 68, and the other two about 40 years of age. Two of the females by washing, carding and spinning, earn nearly enough to procure their clothing; the other two do but little towards supporting themselves. At this house there are four children, two boys and two girls. The poor at this house, last year, cost the town $159 99; the average expense by the week, was about 39 cents each person. The other poor-house has a small tract of land attached to it which is principally used as a garden. [Letter from the supervisor of South Salem.]

YORKTOWN.

Our poor children are carefully brought up to work and learning. [Letter from the supervisor of Yorktown.]

Note. Abijah Hammond, Esq. in an address delivered before the agricultural society of the county of Westchester, in October, 1820, says, "The

alms house farm at Salem, under the direction of Mr. Upton, bids fair to reduce the number of paupers *three-fourths*." He adds, "at the rate pauperism has progressed, and poor-rates encreased within sixteen years a school boy can calculate when this county will be emphatically *the pauper county*, when the sober and industrious can no longer support the improvident and idle. Notwithstanding the large amount raised in this county, for the support of the poor, they are neither fed, clothed, nor treated like human beings; their eternal welfare is totally neglected; and after a wretched existence, they die as they lived, regardless of the author of their being, and indifferent as to the fate of their souls.—We now pay as much for their miserable support as would, under better management, feed, lodge, and clothe them comfortably, and prepare them for a happy exchange of worlds. No system can be worse than the present, and certainly none bearing the name of charity, and professing to relieve and provide for the sufferings and necessities of the wretched, can be more cruel than the one at present pursued. Most of the parish poor are now *sold*, as the term is, that is, *bid off*, to those who agree to support them on the lowest terms, to purchasers nearly as poor as themselves, who treat them in many instances more like brutes than like human beings; and who, instead of applying the amount received from the poor-master, for the comfort of the pauper, spend it to support their own families, or, which is too often the case, in purchasing ardent spirits; under the maddening influence of which, they treat these wretched pensioners, and not unfrequently their own wives and children, with violence and outrage. Of the great number of paupers in this county, few or none of them are ever seen within the walls of a place of public worship. *There is no other way of arresting this monstrous and growing evil*, pauperism, *but by erecting one or more poor-houses in the county, under suitable regulations.*"

A TABLE shewing the number of Paupers supported at the public expense in the county of YATES, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

TOWNS.	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Benton	0	8	4	4	2	177 87	52 37	.....
Italy	No return.	.....	....	....	....	.....	.....	.. ....
Jerusalem	0	5	0	5	4	30 60	Not stated.	.....
Middlesex	0	2	2	0	2	46 50	12 00	.....
Milo	No return.	.....	....	....	....	.....	.....	.....

RECAPITULATION.

A TABLE, shewing the number of Paupers supported at the public expense in the several counties of this state, during the twelve months preceding April 21, 1823, with other particulars, derived from public documents and reports furnished the Secretary of State.

COUNTIES. (Stating the number of cities and towns which have made returns.)	Total number of paupers supported during the whole of the last year.	Total number relieved during a part of the last year.	Males.	Females.	Children.	Total expenses of supporting and relieving paupers (including fees and expenses of officers, removals and appeals) for the last year.	Expenses and costs of officers and appeals during same period.	Number of paupers removed during the last year.
						Dolls. Cts.	*Dolls. Cts.*	
Albany, 1 city, 6 towns.	186	41	111	116	83	10,138 41	1,058 25	39
Allegany, 5 do	4	13	6	11	2	330 39	154 19	1
Broome, 7 do	12	16	12	16	5	1,185 45	142 75	12
Cattaraugus, 3 do	0	3	2	1	0	43 50	27 50	4
Cayuga, 8 do	51	32	42	41	46	2,989 39	537 19	10
Chautauque, 6 do	3	25	10	18	15	280 24	97 38	6
Chenango, 8 do	11	23	14	20	12	872 58	89 76	0
Clinton, 3 do	18	0	9	9	5	1,046 80	107 92	3
Columbia, 14 do	256	135	186	215	136	11,763 43	1,316 17	27
Cortland, 7 do	7	24	10	21	13	835 20	128 49	0
Delaware, 12 do	30	33	25	38	25	1,634 81	249 43	7
Dutchess, 12 do	340	157	220	277	180	13,173 62	2,546 63	28
Erie, 9 do	0	9	5	4	2	220 87	90 20	6
Essex, 6 do	6	5	5	6	0	662 69	71 75	1
Franklin, 6 do	3	11	4	10	2	1,040 51	413 50	3
Genesee, 11 do	30	35	24	41	24	1,717 42	246 23	2
Greene, 6 do	79	16	46	49	32	4,273 36	781 37	4
Herkimer, 9 do	33	48	33	48	16	1,471 07	248 07	30
Jefferson, 10 do	19	78	56	41	42	1,641 63	235 25	52
Kings, 1 do	54	Not stated.	23	31	20	1,735 10	510 00	22
Lewis, 4 do	2	6	4	4	1	264 49	34 00	0
Livingston, 7 do	4	39	15	28	23	777 20	156 50	6
Madison, 7 do	28	39	33	34	32	1,621 14	173 89	3
Monroe, 8 do	12	32	19	25	22	874 86	160 84	8
Montgomery, 8 do	64	12	34	42	23	2,434 76	503 00	4
New-York, 1 city...	1698	7858	4650	4906	4724	82,000 00	Not stated.	328
Niagara, 2 towns.	Not stated.	41	35	6	8	2,341 00	161 00	Not stated
Oneida, 12 do	138	162	142	158	100	6,809 51	633 17	28
Onondaga, 10 do	51	70	60	61	40	5,388 02	449 00	7
Ontario, 8 do	27	35	31	31	29	2,200 67	294 55	2
Orange, 8 do	104	97	96	105	60	6,445 17	474 05	8
Oswego, 2 do	14	1	7	8	7	383 40	42 75	5
Otsego, 10 do	53	37	35	55	30	2,775 11	303 76	1
Putnam, 4 do	48	53	45	56	29	1,980 94	255 37	49
Queens, 4 do	89	49	66	72	66	5,295 24	289 00	61
Rensselaer, 10 do	53	9	27	35	15	3,077 16	269 47	2
Richmond, 2 do	9	Not stated.	5	4	1	213 80	10 00	Not stated.
Rockland, 2 do	27	Not stated.	9	18	12	1,123 87	125 00	2
Saratoga, 13 do	93	119	96	107	56	5,975 35	835 92	13
Schenectady, 2 do	17	20	22	15	10	1,354 67	304 81	2
Schoharie, 5 do	21	11	13	19	6	1,079 26	304 24	7
Seneca, 2 do	14	Not stated.	6	8	7	911 64	251 91	1
St. Lawrence, 7 do	8	24	14	18	12	745 75	169 06	2
Steuben, 10 do	9	23	15	17	4	1,576 64	666 73	10
Suffolk, 8 do	174	Not stated.	67	107	35	6,089 14	306 24	9
Sullivan, 1 do	Not stated.	Not stated.	.....	.....	.....	4 50	4 50	Not stated.
Tioga, 5 do	6	10	9	7	2	652 00	90 50	Not stated.
Tompkins, 3 do	6	17	8	15	11	741 52	216 00	5
Ulster, 10 do	83	63	70	76	51	4,565 63	1,146 09	37
Warren, 6 do	15	24	14	25	14	1,172 26	71 89	7
Washington, 14 do	72	62	56	78	39	5,502 87	955 14	15
Wayne. 4 do	13	Not stated.	4	9	5	501 45	42 00	Not stated.
Westchester, 15 do	252	22	130	144	81	9,734 66	997 69	9
Yates, 3 do	Not stated.	15	6	9	8	254 37	64 37	Not stated.
Total	4356	9654	6696	7315	6223	223,974 52	19,814 47	942

Note.—367 cities and towns made returns of PAUPERS, of which 322 made returns of *expenses for their support*, and of which 284 made returns *of expenses of officers, &c.*, and of which 332 made returns as to *removals* of paupers.

SUMMARY.

PERMANENT PAUPERS, *or those constantly supported at the public expense.*

		PAUPERS.
In towns from which reports have been received,		4,356
In towns from which no reports have been received,		2,540
Total number of *permanent paupers*,		6,896
Of which number, are		
Idiots and lunatics,	446	
Blind,	278	
Old and infirm,	982	
Lame, or from a confirmed state of ill health unable to work,	797	
Children,	2,604	
Paupers wholly or principally able to work,	1,789	
		6,896

[Of these 6,896 paupers, 1,585 became so, from the too frequent use of ardent spirits; and their pauperism produced that of 989 wives and 2,167 children. Thus intemperance produces *more than two thirds* of all the permanent pauperism in the State.]

Occasional paupers, or those relieved or supported for a part of the year only, principally in the winter.

	PAUPERS.
In the towns from which reports have been received,	9,654
In towns from which no reports have been received,	5,561
Total, of occasional paupers,	15,215

Permanent paupers,	6,896
Occasional paupers,	15,215
Grand total of paupers,	22,111

[*Note.*—Of this grand total of paupers, 22,111, there are no less than 12,270 in 18 counties, bordering on the ocean or the river Hudson, with a population of only 582,225 out of 1,372,812 souls. Thus less than one half of our population support *far more than one half of our paupers.*]

This grand total consists of	10,523 males, and 11,588 females.	
Total,	22,111	
And of which grand total 8,753 are *children.*		
Total expense of supporting and relieving paupers in towns from which reports have been received, including fees, &c. of officers, removals and appeals,		$223,974 52
And in towns from which no reports have been received,		215,627 86
		439,602 38
To which may be added for supporting paupers, and for expenses of appeals, overseers and constables, &c. not stated or not correctly ascertained in the returns,		30,397 62
		$470.000 00

If the *interest* at six per cent. on monies expended for poor-house establishments and farms be added, then the following will be the result,

Interest, &c.	65,000 00
Grand total of expense,	$535,000 00

[In 1819 the *whole expense* was $368,645, while in 1815 it was only $245,000.]

Fees and expenses of officers, removals and appeals, &c.

Fees and expenses from the towns which have reported,	$19,814 47
Add, in those from which no reports have been received,	18,960 25
Add, expenses not ascertained in the returns and suppressed in some towns,	25,675 28
Grand total of fees and expenses, &c.	$64,450 00

[This sum alone would support 2,148 paupers in an alms-house *a whole year.*]

Removal of Paupers.

Removal of paupers on orders, in towns which have reported,	942
In towns which have not reported,	854
Total number of *removals* for the last year,	$1,796

[The expense of *removals* exceeds $25,000, enough to support 833 paupers *a whole year.*]

Appeals from Orders to the General Sessions.

Appeals in the towns from which reports have been received,	84
And in towns which have made no reports,	43
Total appeals in the last year,	127

The expenses and costs of those appeals, may be estimated at $13,500, [equal to the expense of supporting 450 paupers a whole year.] This sum is included in the above sum of $64,450, for fees and expenses, &c. The *duties on excise*, received in this state, may be computed at $66,600, at least.

In this State, one person out of every 220 souls, is *permanently* a pauper, and one in 100, *occasionally.* [If the 18 counties bordering on the ocean or the river Hudson, are excepted, then the ratio in the interior counties, is one permanent pauper to every 244 souls, and one occasional pauper to every 121 souls.]

Of the 22,111 permanent and occasional paupers 5,883 are *foreigners* and 16,228 are *natives.*

22,111

Of the 15,215 *occasional paupers*, relief was afforded to

1,875 *husbands* while *sick*, &c. or during the winter each having a wife & children, viz.

1,875 *wives*, and

6,398 children, dependent wholly on their parents or the community and 5,067 other persons relieved principally in the winter, &c.

Total, 15,215 occasionally relieved.

The expense of supporting and maintaining a pauper *in an alms-house*, will average from 46 cents, to 60 per week, or from 24 to 31 dollars per annum.

Out of an alms-house, it averages from 75 cents to $1 25 per week, or from $39 to $65 per annum. In many instances of extreme old age, &c. it will even exceed $80 per annum.

In the important article of *medical attendance, nurses, and medicine*, an alms-house with 60 patients can be attended by a physician with less expense than 10 patients can be attended out of an alms-house.

With respect to the articles of clothing and vegetables, &c. they may be furnished and procured in an alms-house establishment at least 50 per cent. cheaper than out of one.

As to the *education of the children of paupers*, it is almost entirely out of question, unless in an alms-house.

A man or woman addicted to spirituous liquors, will hardly survive ten years *out of an alms-house*, while in *one*, they will be reclaimed and rendered useful.

The period of human life in an alms-house, (on account of the cleanliness, comfort, medical attendance, and sobriety it affords, and the healthful labor it imposes on the pauper,) is estimated to be prolonged at least 20 per cent., to say nothing of its encreased felicity, and the tenderness and humanity with which the idiot and lunatic may be treated, in such institutions.

Most of the children of paupers out of an alms-house are not only brought up in ignorance and idleness, but their health is precarious, and they frequently die prematurely. The reverse is the case in an alms-house. Their health and morals are alike improved and secured, and besides they receive an education to fit them for future usefulness.

The *excise duties* which now annually amount to $66,600, might, by a tax on *whiskey*, and a small addition to the present tax on *innkeepers*, be easily made to amount to $200,000 and upwards. In Rensselaer county several towns support their poor on the *excise duties*, exclusively, and such is the case also in some other counties.

All the paupers in the state, might be *supported* in alms-houses (*without laying any tax whatever*) upon the revenue derived from the *excise duties*, and those contemplated to be laid on *whiskey*. This would produce an annual *saving in taxes of at least* $500,000; *and after ten years, of a million of dollars annually.* See the judicious remarks of the superintendents of the house of industry in Rensselaer county, &c. &c. *passim.*

The most appropriate employment for paupers, must consist of labor connected with *agriculture; manufactures* cannot prosper in their hands, unless such as are merely necessary for their own consumption and use.

The annual expense of the *permanent* paupers, is about $344,800, [or an average expense of $49 70, for each pauper,] and of *occasional* paupers, $125,782, or $8 27 for each occasional pauper; whereas under the proposed system, it would not exceed the following amounts.

6,000 permanent paupers at $30 per annum,	$180,000
Occasional paupers, &c.	50,000
Total,	$230,000

Thus making a *clear saving*, the first year after the system shall have gone into operation, of at least $240,000 in the support of paupers, besides $60,000 in expenses of justices, overseers, constables, removals, examinations, orders and appeals. *Grand total annually saved* $300,000. *This saving would be more than sufficient to procure and purchase alms-houses for every county in the state*, (*New-York* excepted, which is already provided with one.)

The interests of the physician and the shopkeeper or merchant, in those towns in which the alms-house might not be located, would perhaps be affected by the proposed system, and some hostilities might arise from that source. It may be added, that in some towns the local feelings and interests of justices, overseers and constables may also be arrayed in some degree against this plan; nor is it the least item in the objections that will probably be made, that the paupers themselves, and their connexions, and those who derive a profit from supporting the paupers, or expect to derive it, will also indulge in feelings hostile to the system. From these, and several other sources, has arisen the timidity or apprehensions of the several boards of supervisors for years past, which have restrained them from *directing* alms-houses to be built in their counties. There are also towns in which the *excise duties* have accumulated, and formed *a fund put out on interest*, that may be hostile to the plan.

The education of 8,753 children annually, which is now almost wholly neglected, is of the utmost consequence to the State, in every point of view; whether the subject be considered with reference to the benefit imparted to those children, or the immense addition to the resources and energies of the state, and correspondent diminution of crime, or to the important saving of expense in erecting and supporting penitentiaries and prisons, its value defies all calculation and conjecture. It is evident that *alms-houses* alone can produce these happy results.

Every *alms-house* should be connected with a *work-house*, to which the sturdy beggar and vagrant might be sent, by way of punishment. This course would soon put an end to *street beggary*, if rigidly enforced; and to this end the magistrates should be required to be strict and persevering, on pain of *indictment*, &c.; and grand juries should be charged to enquire and present such offences. Pauperism would *decrease* more than one half, by adopting these measures.

There ought to be no *removals* of paupers by constables. This odious and barbarous practice has produced much expense and very little good. *It ought to be wholly abolished.* Let the sick or infirm pauper be supported wherever he happens to be, and the vagrant and sturdy beggar, if he will not, when required, leave the place in which he is not settled, be sent to the work-house by way of punishment. He will soon desist from the practice of begging, &c.

If a plan could be devised by which *all the paupers in the state, were supported by a general tax on all the inhabitants*, without regard to locality, it would at least produce one good effect, viz., *an equalization of taxation.*

All would be burthened in the same proportion, and property would bear precisely the same tax in every city and town, instead of that great disparity which now exists, and always will, so long as a town or county system prevails.

RATIO OF PAUPERISM.

The following table, exhibits the number of *permanent and occasional* paupers, in every *thousand souls*, in the several counties, respectively, (with *decimal parts.*)

	Paupers.		*Paupers.*
In the county of Albany,	10.	In the county of Oneida,	8.
Allegany,	2.5.	Onondaga,	3.2.
Broome,	2.2.	Ontario,	3.3.
Cattaraugus,	1.7.	Orange,	7.
Cayuga,	3.4.	Oswego,	2.5.
Chautauque.	3.2.	Otsego,	3.6.
Chenango,	2.6.	Putnam,	10.
Clinton,	2.5.	Queens,	8.
Columbia,	9.4.	Rensselaer,	2.
Cortland	2.	Richmond,	2.7.
Delaware,	3.	Rockland,	6.5.
Dutchess,	12.	Saratoga,	7.6.
Erie,	1.3.	Schenectady,	3.8.
Essex,	2.2.	Schoharie,	2.
Franklin,	2.2.	Seneca,	1.3.
Genesee,	2.5.	St. Lawrence,	3.
Greene,	6.5.	Steuben,	1.7.
Herkimer,	4.7.	Suffolk,	7.1.
Jefferson,	4.	Sullivan,	2.
Kings,	6.	Tioga,	2.3.
Lewis,	2.	Tompkins,	2.
Livingston,	3.	Ulster,	6.
Madison,	3.	Warren,	5.5.
Monroe,	2.5.	Washington,	4.
Montgomery,	4.6.	Wayne,	1.4.
New-York,	70.	Westchester,	10.3.
Niagara,	8.	Yates,	1.5.

Note.—It may be well to remark, that if the number of *permanent paupers* alone, should be the standard of the ratio of pauperism, then the numbers in the above table ought to be reduced in the proportion of 100, to 220, *throughout the state,* but the proportion *in each county,* would not be alike. Thus in the city and county of New-York, there are only thirteen permanent paupers out of every 1,000 souls, or 1⅗ per cent., and in the county of Albany, there are only 4⅘ permanent paupers, out of every thousand souls, being not one half per cent.

The following table exhibits the amount of tax paid in each county, in 1823, upon every *hundred dollars* worth of property therein, (as valued in 1822,) *for the support of the poor, removals of paupers, and incidental expenses of officers and appeals.* The *number* set in the third column, indicates what rank it bears in respect to *population*, that is (by way of illustration) the table shows that Ulster pays the *highest* poor tax (see fourth column where it stands No. 1,) in proportion to its *property*, and yet that it stands but the 15th (see third column,) in respect to the number of paupers it supports, proportionate *to its population;* New-York supports more paupers than any other county in the state, in proportion to its *population*, and yet the burden of tax it bears, in proportion to its *property*, makes it rank the seventeenth county only, &c.

COUNTIES.	Amount of tax paid on each hundred dollars.		Rank of the county as to the number of paupers supported in proportion to its population, No. 1 being the most burthened in that respect.	Rank of the county, as to the proportion of tax it pays, in proportion to its valuation of property.
	Cents.	*Mills.*		
Albany	15	0	4	7
Allegany	0	6	35	52
Broome	3	4	42	44
Cattaraugus	0	5	49	53
Cayuga	19	0	24	3
Chautauque	0	2	27	54
Chenango	2	2	33	47
*Clinton	14	0	34	12
Columbia	15	0	6	8
Cortland	2	3	47	46
Delaware	5	1	28	39
Dutchess	13	2	2	14
*Erie	2	0	54	50
Essex	14	0	40	11
Franklin	17	3	41	5
Genesee	3	3	36	45
Greene	8	5	13	25
Herkimer	6	0	18	35
*Jefferson	11	0	21	21
*Kings	10	0	16	22
Lewis	1	2	46	51
Livingston	7	0	31	30
Madison	4	6	29	41
Monroe	6	0	38	36
Montgomery	8	0	19	27
New-York	11	5	1	17
*Niagara	23	0	8	2
*Oneida	17	0	9	6
Onondaga	18	4	26	4
*Ontario	11	0	25	20
Orange	11	0	12	19
Oswego	7	4	37	29
Otsego	16	0	23	23
Putnam	13	5	5	13
Queens	8	3	7	26
Rensselaer	2	1	48	48
Richmond	11	2	32	18
Rockland	11	9	14	16
Saratoga	9	9	10	24
Schenectady	6	0	22	34
Schoharie	4	3	45	42
*Seneca	6	5	53	33
St. Lawrence	5	3	30	38
Steuben	5	6	50	37
Suffolk	12	3	11	15
*Sullivan	2	0	43	49
*Tioga	6	5	39	32
Tompkins	8	0	44	28
*Ulster	26	0	15	1
Warren	14	5	17	9
Washington	6	9	20	31
*Westchester	14	5	3	10
Wayne	5	0	52	40
*Yates	3	5	51	43

Note.—In those counties marked *thus* * the amount of tax paid on each hundred dollars, is partly *an estimate.*

AMOUNT of taxes raised in the several years 1815, 1816, 1817, 1818, 1819, 1820, 1821, 1822, *received at this department from*

COUNTIES.	1815.	1816.	1817.	1818.
			Dolls. Cts.	*Dolls. Cts.*
Albany	Not stated.	Not stated.	17,387 00	16,187 00
Allegany	Not stated.	Not stated.	200 00	325 00
Broome	Not stated.	Not stated.	680 00	600 00
Cattaraugus	Not stated.	Not stated.	Not stated.	Not stated.
Cayuga	Not stated.	Not stated.	Not stated.	5,716 70
Chautauque	Not stated.	46 75	176 27	195 32
Chenango	Not stated.	493 95	1,681 34	2,383 72
Columbia	Not stated.	Not stated.	13,723 00	12,925 00
Cortland	Not stated.	Not stated.	1,012 00	630 00
Delaware	Not stated.	803 30	1,099 45	1,170 32
Dutchess	12,200	12,802 00	15,775 00	16,600 00
Genesee	Not stated.	967 00	895 00	1,295 00
Greene	Not stated.	3,219 00	3,790 00	3,699 00
Herkimer	Not stated.	Not stated.	2,469 00	2,190 00
Lewis	Not stated.	Not stated.	Not stated.	Not stated.
Madison	530	722 80	2,081 75	1,870 00
Monroe	.....	.....	.....	.....
Montgomery	Not stated.	Not stated.	5,225 00	5,530 00
New-York	Not stated.	Not stated.	90,886 00	107,600 00
Oswego	.....	Not stated.	Not stated.	Not stated.
Rensselaer	Not stated.	5,612 70	8,777 C0	9,000 00
Richmond	Not stated.	927 25	828 36	,086 86
Saratoga	Not stated.	3,650 00	4,900 00	8,250 00
Schenectady	Not stated.	1,250 00	2,360 00	2,185 00
Schoharie	Not stated.	Not stated.	Not stated.	502 00
St. Lawrence	Not stated.	Not stated.	929 21	1,819 15
Steuben	Not stated.	205 00	100 00	568 83
Suffolk	Not stated.	6,220 00	7,170 00	8,200 00
Tompkins	Not stated.	Not stated.	201 50	878 22
Warren	Not stated.	650 00	1,550 00	1,310 00
Totai	12,730 00	37,569 75	183,896 88	202,757 12

Note.—It is to be remarked that only *two* counties returned the amount of tax laid in 1815; in 1820; *thirty* in 1821, and *thirty* in 1822. The foregoing table therefore, furnishes an imperfect view

To the tax in thirty counties, in 1822, must be added the *excise cities*, (which in fact ought to be

It is stated that in Westchester county, the amount of tax raised for the support of the poor, was had encreased 150 per cent., while the population had encreased only 30 per cent.

A pauper may be supported with wholesome and comfortable food, by contract, at the small sum the following ration can be procured, 8 oz. of pork, or 12 oz. of beef, 12 oz. of rye flour, 6 oz. of Inbushels of potatoes, 4 quarts of peas, 4 quarts of salt, 2 quarts of vinegar, and 2 oz. of pepper. be produced from the farm connected with such an establishment. Then all that would remain alms-house, the third would be costly near populous places, &c.

1823, *in the counties named below, for the support of the poor, no other returns having been the clerks of the supervisors.*

1819.	1820.	1821.	1822.	1823.	Remarks.
Dolls. Cts.	*Dolls. Cts.*	*Dolls. Cts.*	*Dolls. Cts.*		
13,671 00	10,500 00	14,816 00	11,852 00	Not stated.	.....
325 00	175 00	95 00	50 00	Not stated.	.....
1,025 00	750 00	750 00	475 00	Not stated.	.....
397 67	138 24	36 91	68 00	Not stated.	.....
5,887 04	5,674 17	4,939 19	4,932 00	Not stated.	.....
661 63	174 63	415 16	37 06	Not stated.	.....
2,055 34	1,482 19	1,639 46	735 35	Not stated.	.....
12,700 00	11,513 00	11,163 00	9,850 00	9,454 00	.....
1,630 00	775 00	575 00	412 00	Not stated.	.....
1,416 29	1,244 16	1,546 66	1,518 95	Not stated.	.....
15,250 00	16,550 00	16,685 00	16,044 00	Not stated.	.....
2,335 00	2,148 00	1,166 00	1,462 00	Not stated.	.....
3,450 00	3,900 00	3,550 00	3,225 00	Not stated.	.....
1,961 00	2,042 00	2,115 00	3,108 00	Not stated.	.....
Not stated.	286 00	390 00	180 00	Not stated.	.....
2,071 00	1,790 00	1,810 00	1,532 10	Not stated.	.....
.....	....	935 33	2,039 72	2,334 99	This county erected in 1821.
4,990 00	5,000 00	3,610 00	4,175 00	3,900 00	.....
105,509 00	84,420 00	85,000 00	82,200 00	Not stated.	.....
321 88	304 08	347 82	900 09	Not stated.	Erected in 1816.
7,800 00	5,210 47	4,550 00	4,114 00	Not stated.	2,000 dollars for *removals*, &c. are added.
1,339 85	1,106 67	851 95	765 29	Not stated.	.....
7,100 00	5,601 00	4,358 00	4,755 00	Not stated.	.....
2,835 00	1,780 00	1,280 00	1,100 00	Not stated.	.....
1,350 00	1,050 00	950 00	1,070 00	Not stated.	.....
967 56	1,894 33	672 22	1,009 11	Not stated.	.....
955 89	600 00	366 56	870 00	Not stated.	.....
8,450 00	7,600 00	6,425 00	5,880 00	Not stated.	.....
1,596 57	1,197 74	1,063 60	1,131 63	Not stated.	.....
1,300 00	1,925 00	1,525 00	1,507 00	Not stated.	.....
204,351 72	176,831 68	167,627 86	166,998 60	.....	.....

fourteen counties in 1816; *twenty-four* in 1817; *twenty-six* in 1818; *twenty-eight* in 1819; *twenty-six* of the amount of taxes laid throughout the state.
added to each year,) and the amount will exceed $230,000, in those counties alone, for the year 1822. In 1804, only $4,817 27, and in 1820 it had increased to $11,593 74. Thus in 16 years the pauper burthen

of 25 cents per week. Mr. Elam Lynds states that for the trifling price of 3 cents 4 mills and an half dian meal and one half gill of molasses, and for every hundred rations purchased, to be added 3 This expense, however, might be principally saved in an alms-house, as most of the articles might would be the expense of clothing, bedding, fuel and furniture, the two first might be made in the

CONCLUDING NOTE.

The list of *permanent and occasional* paupers might be enlarged, if we were to consider persons imprisoned for crimes, and those confined for debt, as falling under the general term *paupers*.

Thus, to the number of permanent and occasional paupers,	22,111
might then be added persons confined in the New-York state prison,	608
In the Auburn state prison,	340
In the different city and county prisons, for crimes,	750
Imprisoned debtors depending chiefly on *charity* for support,	600
Total,	24,409

(The expense of supporting criminals in the State prisons, is paid out of the state treasury, and the expense of supporting criminals in county gaols, is paid by the several counties.)

Taxes may be considered as either *direct* or *indirect*. The following is a brief view of the taxation imposed in in 1822.

DIRECT TAXES INCLUDING FEES OF COLLECTION.	
State tax,	$258,191 74
School tax,	84,000 00
Poor tax,	430,500 00
Town and county tax,	506,390 00
Total,	$1,279,081 74

INDIRECT TAXATION.	
Excise duties in towns and cities, including fees of commissioners,	$75,600
Auction duties,	191,814
Salt duties,	102,221
Canal duties,	125,000
Steam-boat tax,	5,000
Peddlers licenses,	3,000
Fines and fees paid into the treasury,	5,000
Total,	$507,635

The amount of *indirect* taxation might be increased if the monies drawn from our citizens for the support of the general government, &c. were taken into calculation.

The expense of assessing, collecting, auditing and paying out the monies raised by *direct* taxation, may be stated as follows:

Pay of assessors,	$30,000
collectors,	62,000
supervisors,	36,000
county treasurers,	15,000
clerks of supervisors,	8,000
Other expenses and losses, say	9,000
Total,	$160,000

This sum is more than 12 per cent., upon the whole amount raised by tax. In England it does not exceed 6 per cent. Could not this part of our system be managed with more economy?

The taxable property in this State, exceeds two hundred and forty-five millions of dollars, as valued in the assessment rolls, (the assessments excluding churches, public buildings and lands belonging to the State.) Our *direct* taxes are therefore as one dollar to every 193 of taxable property. What proportion they would bear to the *income* of the State, as derived from labor or the soil, &c. is not so easily ascertained. The following *data* may enable some estimate to be made.

In this State, out of 28 millions of acres of land, there were in 1821,

5,717,494 acres of occupied and improved land,
1,215,049 neat cattle,
262,623 horses,
2,147 351 sheep,
2,132 grist-mills,
4,304 saw-mills,
139 oil-mills,
991 fulling-mills,
1,233 carding machines,
184 cotton and woolen factories,
107 iron works,
172 trip hammers,
1,057 distilleries,
1,226 asheries, .

Cloths manufactured in the *domestic* way in 1821, were as follows:

Fulled cloth,	1,958,712 yards.
Flannel and other woolen cloth not fulled,	2,451,107
Linen, cotton and other thin cloths,	5,635,985

[These cloths thus manufactured, are *exclusive* of those manufactured in our cotton and woolen factories.]

The *income*, annually, has been estimated at $70,000,000. If this be correct, then our direct taxes would amount to somewhat less than one *sixtieth* part of our income.

Our *pauper tax* is equal to about *one mill and seven tenths of a mill*, on each dollars worth of property, throughout the State, or *six mills and nearly two tenths of a mill*, upon each dollar of our *income*.

The amount of all our taxes is equal to a *little more than half a cent* upon the dollar, and *nearly two cents* upon each dollar of our *income*.

Expense of living (out of a city or populous village,) of a family consisting of a man, his wife and five children:

Clothes, (principally manufactured in the family, and estimating labor at 75 cents per day,)	$80 00
Butcher's meat,	41 50
Bread,	46 00
Vegetables,	24 50
Fuel, taxes and incidental expenses,	38 00
	$230 00

In cities and populous villages, the living of a laboring man, his wife and five children, will cost as follows:

Rent,	$30 00
Clothes,	36 00
Butcher's meat and vegetables,	48 50
Bread,	34 00
School,	8 00
Fuel, taxes, and other expenses,	33 50
Total,	$200 00

[He may earn $223.]

Although the city of New-York in 1822, paid in fact but 11 cents and 5 mills on the hundred dollars, as a direct poor tax, yet to this amount might properly be *added* the interest she pays annually on her city debt, which was principally contracted to pay for the expense of erecting her *pauper institutions.*

The funds belonging to *towns*, and principally on loan bearing an interest, exceeds $21,300, appropriated to the support of the poor exclusive of the value of poor houses belonging to cities, towns and counties.

With respect to the support of *foreign* paupers, much difficulty exists, and a number of suggestions have been made; one of them is to make their support a charge *upon the state treasury.* After much consideration, this suggestion has *not* been adopted. The enormous sums paid by Massachusetts and Connecticut, for the support of their *state paupers*, furnish a strong argument against this mode, as being wasteful and extravagant. It is supposed, that to permit the *counties* to bear the burden, will nearly equalize the expense, and prevent those drafts upon the treasury, which might disable it from performing its ordinary functions, for the support of government.

PART II.

CONTAINING

I. A digest or analysis of the poor laws of sixteen states in the Union, together with the information received at this department, of the operation and effect of those laws.

II. A sketch of the state of pauperism in Europe.

III. Brief extracts from works of celebrity, published in Europe and America, containing a collection of facts and opinions, illustrative of the evils of pauperism, with various plans for the removal or amelioration of those evils.

I. A digest or analysis of the poor laws of several of the states in the Union, together with the official information received at this department, of the operation and effect of those laws.

[*Note.* These states are,

1. New-Hampshire,
2. Vermont,
3. Massachusetts,
4. Rhode-Island,
5. Connecticut,
6. New-York,
7. New-Jersey,
8. Pennsylvania,
9. Delaware,
10. Maryland,
11. Virginia,
12. North Carolina,
13. South Carolina,
14. Georgia,
15. Alabama,
16. Illinois.]

I. NEW-HAMPSHIRE.

A legal settlement in this state is gained either,

1st. *By marriage.* That is, the wife follows the settlement of her husband. If he has none, then her own settlement at the time of her marriage, shall prevail, till she gains a new one; and her husband is to be supportd in the same town at the charge of the county. Or,

2d. *By birth.* 1st. Legitimate children follow the settlement of the father, or if he has none, of the mother. 2d. Illegitimate children follow the settlement of the mother. And 3d. If neither of the parents have a settlement, children do not gain a settlement by birth. Or,

3d. *By estate.* Owning a real estate worth one hundred and fifty dollars, or personal estate, worth two hundred and fifty dollars, in the town, where he dwells, and where he has paid taxes for four years. Or,

4th. *By admission.* If a town meeting *admits* a person to be an inhabitant, he gains a settlement. Or,

5th. *By office.* Serving one year in either of certain town offices. Or,

6th. *By paying taxes.* Paying taxes for seven years in any town. Or,

7th. *By residence.* Residing in a town at the time of its incorporation.

Parents and children are reciprocally bound to support each other, as in the state of New York. When a pauper has no settlement, the county in which he resides must maintain him. There seems to be no regulation for the removal of paupers under warrant or order, but the town where the pauper happens to be, must support him, and may recover the expense of his support from the town to which he is chargeable. Each town is authorised to erect a house of correction, or work-house, and the court of general sessions may order one for the county. Overseers of the poor may bind out poor children till twenty-one, and idle persons above that age, may be bound out in like manner for one year, or sent to the work-house. Masters of vessels to report the passengers they convey, and a penalty is annexed for entertaining strangers for eight months, without giving notice in writing, &c. The legislature of New Hampshire, at the last session, passed a law, requiring the overseers of the poor to make annual returns of the names and ages of the paupers in their respective towns, with the expenses, incurred for each, the cause of their inability to support themselves, as idiocy, distraction, age, infirmity of body or mind, vicious habits, or intemperance.

(Extract of a letter from the secretary of New Hampshire.)

The effect of the pauper laws in New-Hampshire, has been a rapid increase in the number of paupers supported by the public, and in the expense of supporting them. At the session of the legislature, holden in June, 1820, an act was passed, requiring the select men of the several towns in the State, to make a return in writing, into the secretary's office, of the sums expended for the support of paupers in their towns, for the years between 1800 and 1820, as far as they could be ascertained from the town records. The select men of many towns neglected to make returns.

Those which were received, were referred to a committee, who, in their return, state that in the year 1800, the annual expense for the support of paupers in this state, was only about $17,000, and our population 183,858. This sum does not include legal and incidental costs; but in the year 1820, the same annual expense had increased to about $80,000, while our population had become only 244,161. The facts reported to the legislature, show that these expenses double in about every five years; but on a recurrence to the census at different periods, it will be seen that our population doubles only in about 40 years. The number of paupers, compared with our whole population, was, in the year 1800, only one to 330; yet in the year 1820, they had become one to every *one hundred.* The numbers are obtained by assuming a certain sum for the support of each, and of course are only comparatively accurate. The whole number of paupers in the state, and the average annual expense of supporting each pauper, cannot be ascertained. By the estimate of the committee mentioned above, their number would seem to be about 2400 or 2500, and their average annual expense about $32. In the township of Chester, situated about 25 miles from the sea board, which has a population, by the last census, of 2262 persons, almost exclusively employed in agriculture, the average number of paupers annually supported from the year 1815 to 1821, both inclusive, has been about 25, or 1 in about 90, of the whole population; and the average annual expense of the whole number, $840, or about $33 60 for each pauper. In the adjoining township of Londonderry, with 3127 inhabitants, by the census of 1820, principally engaged in farming, the average number of persons supported from 1816 to 1821, was 25, or 1 to every 135 persons; and the average expense of the whole, $1666, for the years 1816, 1817, and 1818, or $66 66 cents for each pauper; and for the years 1819, 1820, and 1821, the average expense of the whole, $630, or $25 20 cents each. The usual mode of supporting the poor in this state, where the paupers were dependent upon the public for constant support, has been *that of contracting for their support, by the year or week, with the person who was the lowest bidder at public vendue;* and where supplies were only occasionally required, they were usually furnished at the pauper's residence by the overseers, at their discretion. Under this system, there could be no efficient power to compel paupers who were able to labor, to contribute any thing to their own support, since those who would offer to board them cheapest, would often be unsuitable persons to be entrusted with such authority; and no discrimination could be made in the treatment of the poor, whose poverty was the result of imbecility or misfortune, and of those whose need of assistance was the consequence of indolence and vice. Within a few years, several towns have purchased farms, with suitable buildings, farming utensils and stock, and have placed their poor on these farms, under the superintendence of suitable persons, authorised to compel them to labor; and have employed such of them as were able to labor abroad in farming, and the others in manufacturing, and other kinds of labor, suited to their strength and capacity. *In those towns where a fair*

experiment of this system has been made, the result is believed to have been entirely satisfactory. It was adopted in the town of Londonderry in the spring of 1819, and the statement above mentioned, shows an average saving in the expenses of the three years succeeding that period, compared with the preceding three years, of more than *one thousand dollars* per annum, or more than *one half the whole expense.*

In the town of Exeter, this system was adopted in the year 1817. Before that time, the average annual expense of the poor was about $1200, for many years, and for four years following that period, the average expense was but about $760.

II. VERMONT.

A settlement is gained in either of the following ways.

1. Purchasing and paying for a freehold worth one hundred dollars, and occupying the same *one year.*
2. Renting and occupying a tenement for *two* years of the yearly value of twenty dollars, and paying the rent.
3. Executing a public office one year.
4. Paying taxes two years.
5. Serving an apprenticeship three years.
6. Every person coming into the state, and residing peaceably, &c. in any town one year.
7. An illegitimate child follows the settlement of the mother.

Every town supports its poor. If a person falls sick where he is not chargeable, he shall be there relieved, and the town that is chargeable shall pay the expense. Orders of *removal* are given, and *appeals* therefrom allowed. Fathers and children, &c. reciprocally bound to support one another. Towns may provide houses of correction, and justices may commit vagrants thereto.

Provision is made for securing the property of persons, who, "*by excessive drinking, gaming, idleness or debauchery of any kind,*" shall lessen their property, &c. Idle persons may be bound out to labor, or sent to a work-house. Poor children may also be bound out. Provision is made for securing the estate of parents who abscond, &c. Two or more towns may unite in building a work-house. New comers into a town may be warned to leave it. Persons returning after being removed, may be whipped ten stripes.

No particular information has been received from this state, as to the effect or operation of its poor-laws.

III. MASSACHUSETTS.

1. Marriage, and 2dly, *birth*, gain a settlement (nearly similar to the provisions in New-Hampshire.)
3. Being assessed five successive years, for an estate worth £60 or for an income of £3.12.0.
4. Admission, and
5. Office, } as in New-Hampshire.

6. By paying taxes—a residence of ten years, and paying taxes five years out of the ten.
7. By residence (as in New-Hampshire.)
8. *Settling ordained ministers*—Where settled and ordained.
9. *Serving an apprenticeship*—Service of four years, and setting up trade, and carrying it on for five years.
10. *Living three years successively on his estate of inheritance or freehold.*

Every town and district is bound to support its own poor, under the superintendence of not exceeding twelve overseers. The obligation of parents and children, to support each other, is the same as in New-Hampshire, and poor children may be bound out in like manner. Strangers falling sick, &c. to be supported by the town where they happen to be, and the expense is recoverable from the town which ought to maintain them. Paupers may be removed by order to their former place of settlement, and if previous notice be sent to such place of settlement, and no objection is made for two months, then the removal cannot afterward be controverted. *Appeals* will lay in other cases from such orders of removal. Paupers having no settlement may be removed out of the state, or beyond sea, at the expense of the state. £20. penalty is inflicted on such as bring to, or leave in any town in the state, any pauper. Masters of vessels to report passengers, &c. and in certain cases are compellable to give bonds. If a pauper dies, and no person administers on an estate, he may have, for thirty days, the overseers of the poor may administer, &c. In shire towns poor debtors, who are confined in gaol may be set to work. When a pauper has no settlement, *the state must support him.*

(Extracts of a letter written by the Secretary of the State of Massachusetts.)

It is not in my power to answer all your enquires satisfactorily, as only a small part of the poor are supported by the state, much the greater number are provided for by their respective towns, and in their own way. Some put them in separate families, and pay their board. *In most towns there is a poor-house, and of late this way of providing for them is generally adopted,* and those who are able to labor have employment given them, which is available towards discharging the expenses of the establishment. One advantage of this plan is, *that some are prevented applying for assistance, as they would dislike being placed in a poor-house,* and another is *that much labor is produced, which would be otherwise lost.* The average sum for support of paupers, may be set at one dollar per week. In some instances, it is greater, and in some less. You are aware, probably, that only a certain description of persons, those who have no legal settlement in a particular town, are supported out of the public treasury. The allowance by the general court for state poor, is only one dollar a week. The average annual expense, may be fixed at fifty thousand dollars. The whole expense, besides, to which all our towns, being three hundred, are liable, say $500,000. The last census gave our population *five hundred and twenty-three thousand.*

(Extracts from the report of a committee, made to the legislature of Massachusetts, in the year one thousand eight hundred and twenty-one.)

If the proportion of the increase of the payments out of the treasury of this commonwealth for the last twenty years, be taken as evidence of the proportion of the increase of the pauper burden on Massachusetts, then the proportion of the increase of the pauper burden on Massachusetts has exceeded in a given number of years, the proportion of the increase of the pauper burden of Great Britain. It appears by an official statement made in the year 1816, to the house of commons, and published in a report of a select committee of that house, on the poor laws that the proportion of the increase of the British poor rate, between the years 1785, and in 1815 was in round numbers from *two millions sterling, to five millions;* in other words, there was an increase of *three-fifths* in thirty years. According to a statement of the treasurer of Massachusetts, it appears that the increase of payments out of the treasury of the state, on pauper accounts between the years 1801 and 1820, was in round numbers from *twenty-eight thousand dollars,* to *seventy-two thousand,* in other words, an increase of *three-fifths* in *twenty years.* Without pretending to assert, that the state of the payments out of the treasury of the state is a true criterion of the increase of the whole amount of pauper burden in Massachusetts, the committee do consider themselves justified by the fact, in concluding that the pernicious consequences of the existing system are palpable, that they are increasing, and that they imperiously call for the interference of the legislature, in some manner equally prompt and efficacious.

It is well known, that the evils of pauperism in Great-Britain, have in late years become so desperate and malignant in their nature, as to have been a subject of parliamentary investigation, and that the causes of those evils, and their remedies have been the source of more controversy, and given rise to as great number of publications in that nation, as perhaps any other subject whatever. Some of the most distinguished statesmen and writers, on public economy in Great-Britain, have denounced all public or compulsory provision for the poor, as encreasing the evil they pretend to remedy, and augmenting the misery they undertake to prevent. Thus the Earl of Sheffield, in his observations on the English poor laws, published in 1818, declares that "the tendency of all parochial relief, is to "encourage the worthless and audacious, to suppress the feelings of pity "towards the poor, to lessen their honest exertions, to deprave their "morals, to destroy the notions of a provident spirit to multiply their "number, offering a premium for indolence, prodigality and vice, and stop-"ping that course of things by which want leads to labor, labor to comfort, "the knowledge of comfort to industry, and its consequent virtues, and "neglecting that respectable poverty which shrinks from public view, it "encourages all those abominable arts which make beggary and parish "relief, a better trade than labor." The celebrated Henry Brougham, also in a letter to Sir Samuel Romilly, published in the same year, on the abuse of public charters, lays it down as "a principle which will admit of no

"contradiction that the existence of any permanent fund for the support "of the poor, the appropriation of any revenue however raised, which must "be peremptorily expended, in maintaining such as have no other means "of subsistence, has upon the whole a direct tendency to increase their "numbers." To the class of funds, directly productive of paupers, he refers "all revenues of alms-houses, hospitals, and schools, where children "are supported as well as educated, all yearly sums to be given away to "mendicants, or poor families, and above all, the statutory provision for "the poor itself." The committee in placing in this strong light the objections to the entire principle of our existing pauper laws, have had no intention to recommend, nor any idea that their investigations would ultimately result in an abolition of those laws altogether in Massachusetts. But they have been induced to this statement, from a consideration that to any effectual attempt to ameliorate the present system of the pauper laws, a distinct apprehension of the nature of the objections to them, should be attained, and the real nature of the evils, as well as the manner in which the causes which induce them to operate, should be known, and made familiar to our fellow citizens. It is apparent also, not only from the remarks of the overseers of the poor of the town of Richmond, but also from expressions in returns from other towns, that a similar train of thought exists in some parts of this commonwealth. Taking it for granted, therefore, that the present system of making some public or compulsory provision for the poor, is too deeply riveted in the affections or moral sentiments of our people, to be loosened by theories, however plausible, or supported by however high names, or authority; the committee have turned their attention to the various modes which it appeared by the returns from the various overseers of the poor in this commonwealth, had been adopted in different towns, and compared the results of their experience with that of Great-Britain, so far as they had the means of such comparison. These modes are *four*.

1st. Provision for the poor, by letting them out to the lowest bidder in families at large, within the town.

2d. Provision by letting them to the lowest bidder, *together*, that is, *all to one person.*

3. Provision by supplies in money or articles at *their own houses.* [The *first mode*, the committee say, is "exceptionable in its principle and liable to abuses." The 2d is, "an approximation to the method of supporting them in a poor-house, and is a diminution of the expense." The 3d is stated to be worse than the two first, and becomes a source of abuse, mismanagement and waste.] As to the *fourth and last mode*, provision by poor or alms-houses, the experience of England has resulted in this, that "*in every case where means of work were connected with such houses, in united* "*districts, and when they have been superintended by the principal inhabitants* "*they have been greatly beneficial. This has been done in various parts of* "*England, by a number of parishes being united into one district, with evident* "*good effect, both as it respects the better condition of the poor and also to the* "*reduction of the expenses.*" For this purpose it is obvious that they ought

to be well regulated under the superintendence of the principal inhabitants of the vicinity, and be conducted systematically with strictness and intelligence. As however, to the economy of this mode of providing for the poor by means of an alms-house, with a small farm or extent of land sufficient for agricultural purposes attached, the committee apprehend, that nothing can be added to the demonstration of its advantage from the abstract of returns from several towns, all of which contain a mass of information highly honorable to their respective boards of overseers, and well worthy to be disseminated through the state, not only by way of example to other towns, but as presenting in the apprehension of the committee, a series of facts well authenticated, and sufficient to be made the basis of a uniform system of provision for paupers throughout the commonwealth. Upon the whole, the committee apprehended, that the experience both of England and Massachusetts concur in the five following results, which may be well adopted as principles in relation to the whole subject.

1st. That of all modes providing for the poor the most wasteful, the most expensive, and most injurious, to their morals, and destructive of their industrious habits, is that of supply in their own families.

2d. That the most economical mode is, that of *alms-houses*, having the character of *work-houses* or *houses of industry*, in which work is provided for every degree of ability in the pauper; and thus the able poor made to provide partially at least, for their own support, and also to the support, or at least the comfort of the impotent poor.

3d. That of all modes of employing the labor of the pauper, *agriculture affords* the best, the most healthy, and the most certainly profitable, the poor being thus enabled to raise, always at least their own provisions.

4th. That the success of these establishments depends upon their being placed under the superintendence of a board of overseers, constituted of the most substantial and intelligent inhabitants of the vicinity.

5th. That of all causes of pauperism, intemperance in the use of spirituous liquors, is the most powerful and universal.

The following table, formed from returns of the towns will show with sufficient accuracy, the actual pauper burden of Massachusetts, as far as it extends:

Counties.	No. of towns, making returns.	No. of paupers for one year.	Population in 1810.
Suffolk	2	411	33,844
Essex	20	1281	66,026
Middlesex	18	562	25,493
Plymouth	9	221	13,365
Bristol	11	228	24,283
Barnstable, and Nantucket, &c.	13	257	22,951
Norfolk	11	231	15,844
Worcester	30	587	32,836
Hampshire	13	153	15,111
Franklin	17	194	17,873
Hampden	8	84	10,320
Berkshire	10	131	11,391
Whole No. of towns	162	Whole No. paupers in towns making returns 4340	Population of towns making returns according to census of 1810 287,437

Although from the nature of the returns the above table may not be perfectly accurate, yet it is sufficiently so for the purpose of a general estimate of the actual pauper burden of Massachusetts, for the last year. From this table it appears, that one hundred and sixty-two towns, containing, according to the census of 1810, 287,000 inhabitants, supported in that year, four thousand three hundred and forty paupers, [being one pauper out of a population of about 66 *souls*.] The whole number of the inhabitants of Massachusetts, according to the same census, was 472,000. Allowing a similar proportion of paupers to the remaining number of inhabitants of towns, which have not made returns the whole number of paupers, maintained in the whole commonwealth, last year, exceeded somewhat *seven thousand*. The lowest general average of expense for children and adults, is 85 cents per week, or $44 20 per year; so, that at the lowest estimate, Massachusetts paid last year, for the support of paupers, three hundred and nine thousand, four hundred dollars. But it is, doubtless at least *three hundred and fifty thousand dollars*.

City of Boston.

Return of the subjects in the alms-house from May 1st, 1822, to April, 1823, *white* and *coloured* persons—divided between state and city as follows, viz,

	In May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April
State paupers.....	196	170	196	169	177	164	196	229	310	381	378	328
City do., including those belonging to other towns.	180	185	180	185	185	169	186	213	220	228	233	233
	376	355	376	354	362	333	385	442	530	609	611	561
Sick included in the above.	53	40	43	49	34	36	55	49	46	48	59	57

To expenditures for the alms-house $20,328 67; and *out of the alms-house*, $14,131 21. Amount of stock on hand, viz:

Ten tons oakum $140—$1400; wood, molasses, pork, hogs, shoes, clothes and other stores, $713 43. Balance of cash account, April 30th, 1823, $1311 48—$3424 91; in the whole $37,884 79. From this deduct the amount which is charged to the state for the board of foreign paupers, the same as last year, and which the Treasurers settle with the state, $10,433 42.

Account of all the cash received by the master of the alms-house, and of the amount of the drafts on the city Treasurer from May 1st, 1822, to April 30th, 1823, $30,491 34

Drafts on the city Treasurer, credited on the books of the alms-house, kept by the master, viz:

Received for rent,	$474 00	
do. for board of paupers belonging to other towns,	1830 36	
do. from — Phelps Esq, treasurer of the corporation of which the overseers are trustees, being the balance of interest on certain of their funds according to the appropriations of the donors,	574 08	
do. for sales of oakum, ashes, grease, &c.	3477 30	
Balance of cash on hand, April 30th, 1822,	1037 71	$7393 45
		$37,884 79

The number of paupers maintained in the alms-house, for the last five years, is 1998; for the year 1819, 395; for the year 1823, the average number is 442. In Boston there is an alms-house, and about four acres of land. The average expenses of supporting adults and children in the house, is one hundred and forty cents a week, including interest on the cost of the house as rent. It cannot be stated with precision what is the comparative benefit of supporting in poor-houses, or at large, as all the paupers are supported in the house, excepting one hundred and twenty-four persons who are partially assisted out.

Town of Pepperel.

Previous to the year one thousand eight hundred and eighteen, this corporation had invariably been in the habit of letting out the poor to those persons who would take them on the *cheapest terms, at public auction*, without due regard to proper situations and suitable accommodations. Thus it frequently happened, that the truly unfortunate and worthy pauper, would suffer materially for the necessaries of life, and not unfrequently meet with unkind treatment from the person who contracted to support him. Notwithstanding attempts had been made at various times, to substitute some feasible and economical method of supporting the poor, the inhabitants could not be convinced of its expediency, until this year (1818,) when it *was discovered, that the expense of maintenance had almost doubled. In all towns, there is a class of people naturally disposed to be lazy and indolent, and while they can be billeted out in private families, they continue to indulge themselves in such habits; they care but little for any thing more than what is sufficient to nourish the body;* and while the whole corporation are at the expense of their maintenance in this way, they pass their time in sloth and inactivity. *Place these characters in a family where the whole body of poor are situated, and you find they are uneasy and discontented. A degree of pride begins to operate in their bosoms; this proves an incentive to exertion; they quit their station, and shift for themselves.* Here, then, eventually, is a *saving* to the town. Consider the subject in a more important point of view:—Many characters become a burthen to society by their dissolute and intemperate habits. This is an increasing evil in all towns. Persons of this description, placed under the immediate inspection and control of a superintendent, whose interest it will be to look to their morals, and command their labor, will possibly in time become renovated. It is the duty of those who manage the prudentials of a corporation, to study economy, and retrench all unnecessary expenses; and when such exertions are seconded by an union of its members, the effects resulting therefrom are speedily realized. A comparison of the expenses, attendant on the former and latter method of supporting the poor, with us, will place the subject in a conspicuous point of view.

Town of Duxbury.

The expense of maintaining the poor since the establishment of *an alms-house,* is more *than fifty per cent less than the year preceding;* but by adding the interest on the money which the house cost, it will make the saving something less than fifty per cent. The saving arises from two causes: First, by *reducing* the number of the poor; and second, from the same number being boarded cheaper in an alms-house, than in private families. The number of the poor maintained by the town, is reduced by reason of an unwillingness in the poor to go to the alms-house, and in their friends to let them go; and greater exertions are made by both for their support otherwise. There are about four acres of poor land attached to the alms-house. The poor are principally employed in picking oakum. There is but very little demand for that article at this time, and consequently we realize but very little from the labor of the poor. We employ a man and his wife as keepers of the house, and pay them two hundred dollars a year. We are so fortunate as to have very good keepers. It is our opinion, that the utility of an alms-house depends very much on the convenience of the house, and the ability and integrity of the keepers. By the short experience *we have had in supporting poor in the alms-house, we are confident that it is the cheapest way, where the number is twenty or more. The poor in our town are much more comfortable in the alms-house, than they were when boarded out.*

Town of Danvers.

We have a charity house; attached to which, is about 200 acres of land. The employment of those that are able to work, is principally *agricultural,* and other work generally appertaining to a large farm. The domestic arrangement is committed to the mistress, and the female poor are employed in spinning, weaving, and such other work as is generally performed in large families. The poor who are able to work, do it with cheerfulness; and but little coercion has been found necessary for the performance of what they are able to do. In respect to the comparative benefit of supporting the poor in poor houses, or at large, *we answer, that in our opinion, a poor house has many great advantages over promiscuous, or boarding at large.* 1st. The poor are under the immediate charge of a master or mistress, selected by the board, with special respect to their good principles and habits, and capacity for government and economy, and whom the poor are taught to respect and obey, by the direction of the overseers. 2d. The constant or stated visits of the board. 3d. The board can at any time inspect the whole of the poor at one visit; make certain inquiries and obtain information of the conduct and general deportment of all under their control; give advice, admonish, restrict, punish or award, as the general interest requires. 4th. A house of this description *is a check to disorderly persons, and saves expense from the common course of law.* Besides being united in one house, their habits can be

marked, and employment, best suited to their age and capacity, more distinctly pointed out. We enjoin the keepers of the house to give advice, and when the subjects prove refractory, to make use of suitable means to reclaim them. Boarding at large, 1st. The person who receives the pauper, generally does it from a principle of gain, or some advantage separate from the comfort and reformation of the individual. Generally, therefore, there is not that attention given necessary, and often the pauper experiences careless indifference, resulting from his being poor and dependent, and that too by his own misconduct; consequently, reformation, (if any is necessary) health, cleanliness, acquiring industrious habits, &c. are sacrificed to self-interest. No doubt remains with us, *by a comparative view, that the advantage is manifestly in favor of a poor-house.* By the consideration of less expense under regularity, industry and temperance, hope of amendment to the vicious, and assistance to the reformed. For morality is considered essential to peaceable society, and *reformation in the poor of a town is a great pecuniary benefit.*

Town of Rowley.

In April, one thousand eight hundred and nineteen, a poor house was established for three years, by way of experiment; there is about one hundred acres of land attached to it. The employment of those males who are able to labor, is generally upon the farm, during the season for such labor. In the winter, those who have mechanical trades, are put to work at them. Those females who are able to labor, are either employed in the kitchen or in manufacturing cloth, and other articles for the family. 1819, being the first year, and having to purchase furniture, stock and tools, together with all the provisions necessary for the support of the family, until the crops came off, rendered the expense of their support greater than it probably will be in future. *We, however, made some saving; the average expense per week, for four years, when supported at large, was* $1 03 *per week; the expense per week in the poor house, was ninety-three cents.*

Town of Dorchester.

There is a brick house in which there are ten rooms, and also an addition now made of six rooms more as tenements for the poor; also a brick building separated from the house, with four cells or places of close confinement, for the refractory and delirious, with other accommodations; there are about two acres of land attached to the same, a part of which is cultivated by the poor, sufficient to raise vegetables for their support. *The charge accruing to the town, for the support of the poor, has been greater out of, than in the house, for the five years past;* many families are partially supplied with wood in the winter, and necessaries furnished to those that are sick at other seasons.

Town of New-Bedford.

In December 1817, this town purchased two acres of land, on which they erected a *poor-house*, at an expense of about *four thousand dollars.* They pay the overseer fifty-two dollars per annum, and support his family, consisting of himself, his wife and two children. *The town have ordered that every person asking assistance, shall, before receiving any, become a tenant of the poor house; and they rigidly adhere to this rule.* It is only relaxed when imperious circumstances demand it; the benefits resulting from this regulation are many. In the first place, the number of paupers are greatly diminished, the poor are better supported with less expense. The idleness and dissipation which were frequently witnessed among those who were formerly supported at large, is restrained; for the moment they are in the poor house, their time is so entirely under the controul of the overseer, that no opportunity is presented for indulgence, intemperance or idleness, *and the town is not so much incommodated by the disagreeable sight of street beggars.* It is known among those of the neighbouring towns, who have been accustomed to beg in our streets, that they are liable to be sent to the poor house if found begging in this town. *We* have *thus far, since the erection of a poor-house, experienced a diminution of that class of vagrants who have for years annoyed us.*

Town of Beverly.

Intemperance is the most fruitful source of pauperism, more than half the adult persons who have been admitted to our work-house, for sixteen years, have been addicted to the excessive use of ardent spirits.

Town of Roxbury.

We have a *poor house* with about one quarter of an acre of land attached to it. *We find it less trouble to support paupers in a poor house, than at large. Employment:* The men and boys that can labor, are employed in making meat-skewers for butchers, and sawing fire-wood; the women in spinning and other domestic work in the house, and at times, those that are able, in going out to washing in families in the neighbourhood. We find the average expense for the support of the poor, for the last five years, has been as follows: For adults, $1 35; children, 87½ cents per week. Rent and repair of our poor house, not included in the above statement.

Town of Newburyport.

We have an *alms-house* with about twelve acres of land in different parts of the town, governed by a keeper and his wife, [appointed yearly by the overseers of the poor,] whose duty it is to employ the men on the land and on the highway, when the supervisors want them, or in picking oakum in the house, when there is no work to be done on the land, &c. If any of them are shoemakers, they make and mend shoes for the rest. The principal part of the women pick oakum, some of them spin, and make and mend clothes for the others. The children are kept

at school in the alms-house, (one of the paupers being the school-master,) until places can be provided for them, which is generally before they are twelve years old. The average expense of supporting them [adults and children,] for the last five years, has been one dollar four mills per week, and we presume it would have cost thirty-three per cent more, if we had no alms-house.

Town of Amesbury.

The last year ending June 19th, 1820, the poor were supported in one house, *which makes a saving of about four hundred dollars, arising chiefly by curtailing the partial supplies.*

IV. RHODE-ISLAND.

A settlement is gained by marriage and birth, as in Massachusetts; also by serving an apprenticeship four years, and carrying on the trade for five years; also by owning an inheritance, or freehold, worth twenty dollars a year, and taking the rents and profits for three years, or when the real estate is worth two hundred dollars, and paying taxes five years. The duties of parents and children to support one another, is the same in this state. Poor children also may be bound out, and so may grown persons for one year, if they are idlers, &c. Paupers may be *removed* by order, and an *appeal* lies from such order. A pauper after removal, may, if he returns, be flogged *twenty-nine stripes.* A penalty of one hundred dollars is inflicted on the person who brings a pauper into the state. Masters of vessels to report their passengers, and persons entertaining strangers, to report them, &c.

Every town and district is bound to support its own poor, under the superintendence of not exceeding five overseers of the poor.

NEWPORT ASYLUM.

(*Extract of a letter from Edward W. Lawton, Esquire, a commissioner of the New-Port Asylum.*)

From the years 1810, to 1818, there was a rapid and alarming increase of the poor rates in this town, so much so, that in the year 1819, the sum of $6,300 was expended for that branch alone, and a variety of abuses had crept into this system, from the want of proper checks upon the conduct of the officers and overseers, most of which abuses had their rise in the administration of the concerns of an enormous *out-door pension list.* The existence of these evils, had determined some of the most active and enterprising citizens, to attempt a radical reform of the whole system. In the performance of this important duty, they had to combat many long established, and deep rooted prejudices, and the opposition of interested and ignorant people, in which the charges of avarice and cruelty, were most conspicuous. It ought to be mentioned, that notwithstanding the great expense of supporting the poor in this place, their appearance was far from respectable as a class, and they were in habits of gross drunkenness and idleness, and withal most sturdy street

beggars. Impressed with the consideration of all these evils, these gentlemen persevered in this, their most important and laudable undertaking, *until they procured an act from the town, for the erection of a building on Coasters harbor Island, which contains about ninety acres of very good land.* This building denominated *the Newport Asylum*, is of stone, 116 feet long. 48 wide, four stories high in the centre, and three in the wings, and cost about $8000 including the appendages of stable, brick, sheds, wash house, cisterns, &c. the whole of which was finished and occupied for the first time, in July 1820, by about fifty paupers, which has continued to be the average number ever since, being one for every *one hundred and fifty*, of the population of this state, [Rhode-Island.] The expenses of the first year, for this establishment, were of course considerable, and disproportionate to those of the subsequent years, when every thing was in regular and successful operation; but by a statement of the expenses of the years ending, March 1822, and March 1823, it will be seen, that independent of what was expended for permanent improvements, the expenses of the establishment were something short of *two thousand dollars less than one third of the expenses for the year one thousand eight hundred and nineteen. The improvement of the condition of the poor, in order, sobriety, cleanliness, and real comfort, has been increased in as great a degree as the expense decreased.* Those of confirmed idle and vagrant habits, do indeed complain of the privations of the system, but this of course forms no objection to it, except in the minds of ignorant, dissolute, and disaffected people. Every inmate of the house, who is able to work, is kept employed in such occupations as are best adapted to their strength and capacities, and by this means, the whole of the clothing and bedding of the establishment, for the two last years, has been manufactured, (a considerable surplus of which is now on hand.) The most hardy and able bodied men are kept at work on the land, and other out-door occupations; those who are older and of inferior faculties, pick oakum. Among the women, carding, spinning, and weaving, are the principal employments. The importance of this system of industry, would seem too obvious, to require any remark; *and yet it is much greater than was anticipated by many well informed and judicious persons.* Independent of the saving of expense which arises from it, *it has been among the most important, and most efficient means of supporting the good order and good government of the institution.* The charge of the affairs of the institution is committed to a board of nine commissioners, three of whom are chosen annually, from among the freeholders; consequently the term of service of each commissioner is three years. The board meet weekly, for the transaction of such business, as may come before them; it is also divided into four committees, whose duty it is to visit the house once at least in each week. The more immediate care of the house, its inmates, and the farm is consigned to a man and his wife, who are appointed, and employed by the commissioners, and who reside at the asylum—they are allowed the use of the farm, and paid at the rate of

fifty cents per week, for each pauper; and are also, (with a view to stimulate them to greater care, and exertion) allowed one half the profits on all manufactured articles. The performance of religious services on the Sabbath, has been very effectual. From the utmost disorder, and inattention, our paupers have become silent, and attentive during service, in an uncommon degree. On the score of temperance, peculiar vigilance has been observed, and the insulated situation of the Asylum, has rendered it comparatively easy, to prevent *drunkenness*. There are several instances among the paupers, of those who have been almost continually drunk for many years, (some of them not less than forty,) who have scarcely tasted liquor, since they have been in the Asylum, and that without any apparent inconvenience. *The use of ardent spirits is entirely prohibited, except for medicinal purposes.* One observation on the score of industry: Several of the most idle and abandoned women, who were totally incapable of earning an honest livelihood, (being totally unacquainted with any kind of household work) have been taught to card, spin and weave, and to perform such kinds of ordinary labor as is required in farmers families; and under the care of the commissioners, have been allowed to procure employment in the country, and are now living respectably upon the fruits of their industry.

The expenses for the year ending, March, 1822, are as follows:

Board,	$1326 96
Clothing,	121 30
Furniture,	80 33½
Manufacturing,	92 87
Medical department,	132 09
Incidental expenses,	146 75½
Premiums for industry,	58 65
Cost of actual support of the poor,	1958 56
Permanent improvements,	707 52½
Total,	$2666 48½

For the year ending, March, 1823.

Board,	$1298 25
Clothing,	50 76½
Furniture,	29 00
Manufacturing,	243 74½
Medical department,	137 38
Incidental expenses,	137 40½
Premiums for industry,	61 70
	1958 56
Permanent improvement,	735 96
Total,	$2694 21

Note—The items for *manufacturing* is the cost of stock, and implements —this branch in fact, produces a *profit*, which is principally merged in the expenses of clothing and furniture, leaving however the result of the whole as above stated.

V. CONNECTICUT.

Fathers and children bound to support one another. Every town to support its own poor, and select men are ex-officio, overseers of the poor. The poor are liable to be removed to their proper towns. One or any two or more towns may establish and build *asylums for the poor.* The state is bound to support such paupers as are not chargeable to any town in it. Persons entertaining strangers, without giving notice in fourteen days, liable to their support.

A settlement is gained as follows:

1. No foreigner coming to the state unless admitted by the vote of some town, or serving in some public office, can gain a settlement.
2. Persons from other states may gain a settlement by residing a year in some town, and being admitted by a vote of the town, or by owning a real estate in some town, worth $334; and residing a year in such town.
3. Inhabitants of the state gain a settlement by residing a year in a town, after admission by the town; or,
4. Serving in a public office one year; or
5. Owning a real estate worth $100; or
6. Supporting themselves in a town six years.

Persons not legally settled may be removed to the state from whence they came. Select men may warn persons, not inhabitants of the state, to leave it; or those persons refusing to go, may be flogged ten stripes; and persons sent away, if they return, may be flogged ten stripes. Inhabitants of a town, not to entertain strangers coming from any other state, and persons bringing paupers into the state, subject to a penalty of $67. Vagabonds and vagrants may be sent to a work-house, &c.

(Extract of a letter from the Comptroller of Connecticut.)

As to the *practical operation* of the poor laws, and their *general success*, I can only observe, that we are subject to many of the evils complained of by you, and much of our litigation proceeds from questions relating to the settlement, and support of the poor.

In answer to your inquires as to "the number of paupers in any given number of souls, or the whole number of paupers in the state, and the average expense of supporting a pauper by the year," I have to state, that for two years past, blank forms have been sent from this office, to the select men of the several towns in this state, (who are in all cases, the overseers of the poor,) for the purpose of ascertaining the number, age, condition, and expense of those paupers who are *wholly* supported. Also, of those who are supported *in part* by said towns; those blanks as filled up by the select men, have been but *partially returned.* Judging from those returns, I should estimate the average expense of each pauper, wholly supported, at not exceeding 35 *dollars* per year, and one pauper of that description to every 150 persons in the state. There are in addition to

those *wholly* supported, about the *same number* of paupers, who are *partially* supported at an average expense, of not exceeding *ten dollars per annum.* As to the effect of establishing *work houses, &c. and the plan of employing and supporting the poor generally,* the several towns in this state have adopted almost as many plans as there are towns. In some instances, two towns unite and build a poor-house, &c. between them. Some support their poor by contract for a certain sum per week or year, &c. *The principal towns, however, have generally adopted the plan of uniting their alms and work houses, and connecting therewith a few acres of land;* and perhaps I could not better answer your inquiry, than by stating to you the course that has been pursued by the town of Hartford, who have had the subject under serious consideration for a number of years; and after trying almost every plan, *and after a very general inquiry both in this and the neighboring states, have purchased between* 30 *and* 40 *acres of land, and have built an alms and work house together, being fully satisfied that it would be the best, and cheapest way of supporting and employing their poor.* The experience they have acquired under the operation of their plan, although sufficient time has not elapsed fully to develope all its advantages or disadvantages *has as yet given them no cause to regret the course they have pursued. They calculate to reduce their expenses the first year from* 90 *cents per week, or* $46\frac{30}{100}$ *dollars per year for each pauper, at which rate they were previously supported by contract, to* 30 *cents each per week, or* $15\frac{60}{100}$ *dollars each pauper, per year,* AND THAT IN A SHORT TIME, THE ESTABLISHMENT WILL SUPPORT ITSELF. *Their house and land have cost about* 5000 *dollars, and are large enough to accommodate* 150 *persons.* They have now there between 50 and 60. The master, a practical farmer, and wife, are hired by the select men, to manage the establishment, agreeably to regulations which have been adopted, a copy of which I have sent you herewith. The plan above mentioned although, unquestionably the one best calculated for the large towns, yet would not probably answer as well for the small towns, as the interest of the money, the land and buildings, salary of the masters, &c. would, in some instances exceed the expense of supporting their poor. In such towns I should conceive that contracts would answer best. But in your state, where it appears you have *county poor-houses, &c.* I should think the plan adopted by our large towns, would answer well. *Much however depends on the master,* and the proper employment of the paupers, and the strict and rigid economy that must be observed.

It may perhaps be proper to state, that in addition to the laws providing for the support of the poor of the several towns in the state, we have a law making provision for the support of *foreigners,* at the expense of the state, which has a considerable effect in lessening the number of paupers, and consequently the expense of their support in the several towns. The expense of the support of the state poor, as paid by the state, for nine years previous to 1819, averaged over $13,000 per annum, *it is now reduced by contract to* $2,600.

Pauperism in New-Haven, 1823.

At a town meeting recently held in New-Haven, Conn.) a committee, appointed to devise a plan for lessening the expenses of pauperism in that town, reported in favor of the establishment of a house of industry. They recommended the purchase of a farm not less than 75 nor more than 150 acres of land, and the erection of a stone building thereon for the reception of the paupers. They say, that the expenses of the town for the support of the poor, during the last ten or twelve years, have been between $4,000 and $5,000 annually; but, if the plan which they recommend, should be adopted, they believe that the poor may be made to support themselves. The following extracts from the report, exhibit their views on the subject:—

"The committee have taken measures to obtain information from various towns in Massachusetts and elsewhere, in which experiments have been made, as to the practicability of enabling the poor to support themselves, by the products of their own industry; they have consulted the printed reports of a number of places, where the plans adopted have been published to the world; and they have come to this conclusion—that the poor of the town of New-Haven, may be made to support themselves, by agriculture and a few simple manufactures, under an intelligent and efficient superintendence.

"The expenses of the town, for the support of the poor, from 1811 to 1820, inclusive, a period of ten years, were, exclusive of the charge for state paupers, $42,902 17. This tax has been felt to be burdensome by our citizens for many years. If we can extinguish it, if we can convert our indolent paupers into industrious citizens, the committee consider this to be an object devoutly to be wished; and for which any reasonable expense ought to be incurred. And they believe, that if any plan can be proposed, which promises fair to accomplish this object it is not only the interest but the duty of the town, to adopt that plan, and make the experiment thoroughly.

"The committee would not indiscriminately represent all the poor as indolent or worthless. They are aware that there are persons in society, who have sustained respectable characters, and have been reduced from comfortable situations, to want and distress. They would not class these deserving but unfortunate persons, with those who have reduced themselves to rags, by their aversion to labor, or by a criminal indulgence in the use of ardent spirits. But the aged and infirm are more comfortable, and lead more useful lives, when in the use of moderate labor—labor adapted to their strength, than when in a state of complete inaction. In any system which may be adopted for employing of paupers, it ought ever to be remembered, that the worthy and unfortunate poor should be treated with kindness and humanity, and the vicious be restrained from the indulgence of their appetites and passions. And there is no restraint in the view of the committee, which promises to be so successful, as daily and laborious employment. They look, therefore, to agri-

culture and manufactures, as the principal means by which to change the character of the paupers from indolence to industry, by which to procure the food and clothing necessary for their support; and by which, if possible, to impart a sense of moral obligation, and the practice of moral duties.

"In order to promote the industry and reformation of our paupers, it is essential that visitors, whose object is to furnish the means of supplying their depraved appetites, should be totally excluded. It is essential, likewise, that paupers themselves should be restrained from wandering after ardent spirits, or other forbidden indulgences. No plan has been found so effectual in accomplishing these objects, as the erection of a thick stone wall laid in mortar, around the buildings, made ten or twelve feet high, and crowned with spikes. At Salem, in Massachusetts, they have a wall of this kind, and a gate-keeper; and no person of a suspicious appearance is admitted without a written passport."

The committee state further, that much of the success of the institution will depend on the adoption of a wise system of government, and on the choice of the superintendent particularly. This officer should not only be a well-informed practical farmer, but an intelligent, sagacious man, who understands the human heart, and knows how to manage men of perverse dispositions.

VI. NEW-YORK.

Under the Dutch government in 1647, provision was made for the support of the poor in this colony, out of the fines imposed for offences committed, and out of the collections made in churches.

In 1674, in the laws established by the duke of York, for the government of this colony, it was declared, that "for the making and apportioning the assessments for building and repairing churches, and *for the maintenance of the poor*, &c." eight overseers should be chosen, and to whom certain powers were granted.

In 1683, the first legislative assembly ever held in this colony, passed a law "for the defraying of the public and necessary charge of each respective city, town and county throughout this province, *and for maintaining the poor*, and preventing vagabonds."

In 1691, a law, with a similar title, and for the like purposes, was passed by the colonial legislature.

In 1701, another act was passed to the like effect, and with a title very nearly similar.

In 1702, an act was passed, "for the better support and maintenance of the poor in the city of New-York;" and in the next year an act was passed "for the better explaining and more effectual putting in execution," the act of 1691, above mentioned.

In 1720, an act was passed "to prevent vagrant and idle persons from being a charge and expense to any counties, cities, towns, manors, or precincts within this province."

In 1773, an act was passed "for the settlement and relief of the poor," which ceased, by its own limitation, on the 1st of May, 1776. From that period till the 23d of June, 1780, no statutory provision existed for the relief of the poor, when the act "for defraying the contingent charges, *and maintaining the poor*, in the counties of Ulster, Orange, Westchester, Tryon and Charlotte," was passed.

On the 17th of April, 1784, a general act "for the relief and settlement of the poor," was passed. This continued in force till the 7th of March, 1788, when the act "for the better settlement and relief of the poor," was passed. In 1801, that act was *revised*, and again in 1813.

The above is a brief summary of legislation in this state, on the subject of pauperism, from the earliest period. The following is a *digest* of the principal statutory provisions *now* in force.

Every city and town are bound to support their own poor. A settlement is gained in any one of *eleven* different ways.

1. *Renting a tenement* for 2 years, of the yearly value of $30, and paying the rent.
2. Serving in a public office for one year.
3. Paying taxes for 2 years.
4. Being bound an apprentice or servant, and serving two years.
5. All mariners, and all able bodied men, residing a year in any city or town.
6. Illegitimate children are settled where their mothers are.
7. The purchase of an estate for 75 dollars, actually paid.
8. Residing one year in a place, after notice given the overseers of the poor. At *common law*, a settlement may be gained, by.
9. *Birth*, in the absence of all other settlements.
10. *By marriage*. A feme-covert follows the residence of the husband.
11. *By parentage*, in right of father, grand-father, &c. in the absence of all settlement, in the right of the pauper himself.

The English law of service for one year, and of a residence for 40 days, &c. does not prevail in this state.

Paupers may be *removed* to the place of their last settlement, and an appeal lies to the sessions from the order of removal. No inhabitant may entertain a stranger more than fifteen days, without giving notice to the overseers. A pauper receiving a certificate of settlement, may reside in any town. Sick paupers to be supported where they fall sick, at the expense of the town, legally chargeable. Fathers and children, &c. reciprocally bound to support each other. The estate of fathers, &c. running away, and leaving their families, public burdens, subject to seizure. Each town to vote its poor tax. Justices to relieve paupers, by orders on the overseers of the poor. Lunatics may be sent to the New-York hospital. Poor-houses may be built in any town, and the poor set to work, and two or more towns may join in building poor-houses, but there is nothing obligatory on any town or county to build a poor-house, &c.

By the act of October 21st, 1814, provision was made for the relief of those who served in the militia in the late war against Great Britain.

By the act of April 5, 1817, no person, coming from Upper or Lower Canada, gains a settlement, unless he shall purchase and have paid for a real estate worth $250, or have rented a tenement for 100 dollars a year, and occupied the same four years, and shall have paid the rent, or shall have executed a public office for 3 years, or shall have served seven years under an indenture, deed or contract of apprenticeship; and persons from either Upper or Lower Canada, not having gained a settlement in the state, may be removed direct to Canada. A penalty of 25 dollars is inflicted on the person bringing a pauper into the state. By the act of April 10th, 1818, the supervisors of Oneida county are required to raise for the village of Utica, the amount to be certified by the trustees thereof, for the support of the poor. By the act of February 18, 1820, overseers are to sue for certain penalties.

By the act of March 3, 1820, a house of industry was authorised to be built in Rensselaer county, provided the supervisors should pass a law to that effect. The supervisors of any other county are also authorised to build such a house in such county, provided two thirds of the supervisors consent thereto.

By the act of March 30, 1820, the common council of Hudson were authorised to appoint three persons to be commissioners of the alms-house in that city, and they have power to bind out poor children.

By the act of February 9th, 1821, the supervisors of Madison county, were authorized to contract for the keeping of the poor, chargeable to that county, and the poor thus kept are compellable to work. The supervisors may rent a tenement with not exceeding fifty acres of land for one or more years.

By the act of March 31, 1821, children found begging in any city, may be bound out, or sent to the alms-house.

By the act of April 3, 1821, the overseers of the poor of the town of Poughkeepsie, may, if the town pass a vote for the purpose, build a house of industry, and purchase one hundred acres of land, &c.

By the act of April 5th, 1822, the overseers of the poor of Amsterdam, in Montgomery county, may erect a *house of industry*, &c. By the act of April 23d, 1823, a *house of industry* was authorised to be erected in Redhook, Dutchess county, and the same powers are given to any of the towns in this state.

Disorderly persons are,

1. Those who threaten to run away and leave their families a public charge.
2. Those paupers who return after having been removed by order.
3. All persons living idly without employment.
4. All street beggars.
5. All jugglers pretending skill in palmistry, &c.
6. All persons who run away and leave their families, &c.

7. All persons wandering abroad in taverns, market houses, &c.
8. All common prostitutes.

Disorderly persons may be apprehended and imprisoned sixty days. The *constitutionality* of the present act, giving that power, has been doubted, and on one occasion, a judicial opinion has been pronounced against it.

Extract from a report made by a committee to the house of Assembly of this state, in 1820, *(Mr. Price, chairman of the committee.)*

That on an investigation of the subject, the committee find that the increase of *pauperism* in this state, and the expense consequent to the community, is truly alarming. In 1815, there was expended by the different towns and counties, (the city and county of New-York excepted,) for the support of the poor, the sum of 83,421 dollars; and in 1819, in like manner, and for the same purpose, the sum of 173,745 dollars, which sum is nearly double to that of 1815. The following statement shews the amount of expense for supporting and removing paupers in 1819, as near as can be ascertained:

Towns and counties paid for supporting paupers,	$173,745
for transporting,	24,500
Excise revenue, All expended for the poor,	48,000
Expenses and appeals, say $50 in each county,	2,400
Expenses in city and county of New-York, for the poor,	120,000
Whole sum expended in one year,	$368,645

The committee are satisfied, that this enormous increase of expense, is by no means in proportion with the increase of population—nor can it be attributed to the increase of the expense of living, for it is well known, that the necessaries of life, in 1819, were full as low as they were in 1815—and here the committee beg leave to state, that in their opinion, idleness and dissipation, are one great cause of the evil. For where industry, sobriety, and a spirit and pride of independence prevail, none other than good effects are produced. But at the present day, industry with many has diminished; intemperance has become more general, and vice in a great degree, has impaired that pride, and spirit of independence: so that many will prefer beggary without labor, to honest support acquired by industry. The committee are also of opinion, that the present mode of supporting paupers is not only too expensive, but in a great measure holds out inducements to idleness. Another source of expense and inconvenience in the present system, is *the practice of removing paupers by justices' warrants.* This not only produces great expense, but produces much individual suffering and distress; an evil chiefly growing out of the difficulty of procuring a legal settlement under the present law. *If each*

city and town were compelled to provide for those who by infirmity, disease, or otherwise become chargeable, the burden would be nearly equalized.

VII. NEW JERSEY.

A settlement is gained by

1. Owning a freehold worth 50*l.*; and living on it one year.
2. An apprenticeship for a year.
3. All mariners, and every able bodied person, coming from the neighboring states, and living one year in the state.
4. Illegitimate children follow the settlement of the mother.

A penalty is inflicted for entertaining strangers, and certificate paupers may reside any where. Sick persons relieved where they fall sick, and the towns chargeable to pay the expense. Poor children may be bound out. The estate of persons leaving their families, may be seized, &c. Poor-house may be built in any town or city, if the inhabitants wish it; and paupers refusing to be there supported, to be struck off the list. Paupers may be removed to their places of settlement; and if they return after removal, may be flogged 15 lashes, and confined on bread and water. *Appeals are allowed. Vagrants* are defined to be,

1. Poor indigent persons, strolling from place to place, and begging alms.
2. All persons from other states, asking alms under pretense of loss by fire, &c.
3. All peddlers without license.
4. All straggling persons, who shall practice any unlawful gaming, to trick and deceive the people.
5. All persons running away from their families.

All these are subject to corporal punishment, not exceeding 20 lashes, &c. Two or more counties may unite in building *poor-houses.* Towns may raise monies *for educating poor children.* Fathers and children, &c. bound to support each other.

No particular information has been received as to the effect of the poor laws of this state.

VIII. PENNSYLVANIA.

The system now usually adopted in Pennsylvania, is the *county poor-house system;* but it is not thought necessary to particularize its different provisions, see letter from secretary of Pennsylvania *post.* In counties where there is no poor-house system, the usual doctrine of settlements and removals prevail.

City of Philadelphia.

The accounts of the guardians of the poor, and managers of the alms-house, and house of employment, of the city of Philadelphia, the district of Southwark and Township of the Northern Liberties, from May 28, 1822, to May 28, 1823, are as follows:

Statement of the number of paupers maintained in the alms-house and house of employment, from May 28, 1822, to May 27, 1823.

Months of the year.	Men.	Women.	Children.	Total.
June,	377	420	125	922
July,	408	416	126	950
August,	396	439	130	965
September,	440	478	153	1071
October,	501	505	167	1173
November	529	541	148	1218
December,	641	605	171	1417
January,	709	650	199	1558
February,	728	661	200	1589
March,	571	587	196	1354
April,	494	522	178	1194
May,	413	489	137	1039
	6207	6313	1930	14450
Being an average number, each month.	517	526	161	1204

Statement of the number of paupers admitted into, and discharged from the alms-house and house of employment, from May 28, 1822, to May 27, 1823.

Remarks.	Men.	Women.	Children.	Total.
In the house 28th May, 1822.	384	429	136	949
Admitted from 28th May, 1822, to 27th May, 1823, from Northern Liberties,	340	152	101	601
do. city,	1141	683	427	2251
do. Southwark,	473	522	112	1107
	2346	1786	776	4908
Discharged, eloped, died, and bound during the year, ending 27th May, 1823.	1933	1297	639	3868
	413	489	137	1039

For the support and employment of the poor, for the year 1822, a levy was made as follows:

For the city,	$74,204 13
District of Southwark,	6,595 69
Township of the Northern Liberties,	17,708 45
Penn Township,	7,432 27
Total,	$105,940 54

The average weekly expense of a pauper's support is 76 cents.

The alms-house and house of employment:

For one year, commencing 28th, May, 1822, and ending 27th May, 1823.

Stock on hand 27th May, 1822.

Provisions,	$894 83½
Medicines,	2217 66
Oil,	12 00
Candles,	20 00
Soap,	101 00
Wood,	109 00
Two horses, 2 carts, 1 dray and hearses,	365 50
Machinery, manufactured goods, ready made clothing, raw materials, &c. as per statement,	6311 00¾
Shoes, oakum, &c. as per statement,	1498 47½
Total,	$11,529 47¾

Expenditures,

For the use of the paupers and institution generally, as per statement,	$53,014 57	
On account of manufactory,	3,775 19	
On account of junk, iron, &c.	2,770 71	
		$59,560 41
There have also been received into the institution, the following articles forfeited, agreeably to law, which have been distributed to the paupers. From the clerks of High and Second-street markets, 143 lumps butter; 77 strings sausages; 75 bunches candles, and one small load of sweet potatoes and apples,		71,089 88¾

Receipts, &c.

Sundry receipts, viz. amount of manufactured goods sold,	1027 92	
do of oakum, shoes and iron-mongery,	320 57	
do received per the stewards account, for patients' coffins, &c.	6167 19	
		7,515 68
Stock on hand, 28th May, 1823.		
Provisions,	1277 80½	
Medicines,	1479 30¾	
Oil,	19 50	
Candles,	12 50	
Soap,	5 00	
Two horses, 2 carts; 2 drays, and 2 hearses,	400 00	
Machinery, manufactured goods, ready made clothing, raw materials, &c.	5989 07	
Shoes, oakum, &c.	1795 62½	
		10,978 80¾
Balance being, amount expended, more than received for the use of the institution this year,		52,595 40
		$71,089 88¾

The *in-door paupers* maintained at the alms-house in Philadelphia, amounted to eight hundred and thirty-seven, on the twenty-eighth of July, one thousand eight hundred and twenty-one. The out-door paupers amounted to one thousand six hundred and fifty-two—Total, two thousand five hundred and twenty-five. The population of the city and county was, by the last census, 136,923 souls, so that the rate of paupers is about as one to 51½ of the whole population. Of the *in-door paupers*, 382 were foreigners, (291 of that number were British subjects.)

A TABLE of the paupers relieved and supported during 22 years in Philadelphia, in and out of the alms-house.

Years.	Paupers in and out the alms-house.	Poor tax.	Years.	Paupers in and out the alms-house.	Poor tax.
1789,	820,	22,933	1808,	2156,	91,000
1790,	833,	21,333	1809,	2640,	83,000
1791,	680,	21,333	1810,	2500,	88,000
1797,	834,	40,000	1811,	2500,	88,000
1800,	1390,	50,000	1812,	1674,	102,595
1801,	1220,	75,000	1813,	1500,	89,604
1802,	1050,	60,000	1814,	1470,	100,938
1803,	1088,	75,000	1815,	1458,	109,938
1804,	1210,	70,000	1816,	1556,	100,101
1805,	1306,	90,000	1817,	1550,	100,101
1806,	1526,	90,000	1818,	1868,	135,104
1807,	1854,	89,661			

The paupers pensioned out of the alms-house, do not probably cost more than half as much as those maintained in it, as they are but partially relieved in most cases.

Bucks county.

In Bucks county, in 1817, the average number of paupers maintained in the alms-house, was 130

In 1818, 163

1819, 183

1820, 210

1821, 206

The poor population of that county, by the census of 1821, was 37,842, shewing that one out of every 182, is relieved out of the public funds. In 1820, were raised on the farm attached to the institution, 1100 bushels of wheat, rye, corn, &c. with 550 bushels of potatoes, &c.; 350 dollars paid for labor; the gross expenditures were 10,983 dollars; the average annual expense of each pauper, was $56 75.

Chester county.

By the report of the directors of the poor of Chester county in 1821, it appears that they supported, on an average, about 220 persons in their poor-house, and 100 out of the house. The charge per annum is about *twenty-five dollars* for maintaining each pauper, *including every expense of the institution.* Chester county contained, by the last census, 44,452 souls; of course, one out of every 130 is a pauper.

Delaware county.

In Delaware county in 1817, the average number of paupers supported, was 72, out of a population of 14,734 persons, or one out of about 204 persons, at an expense each of about 33 dollars per annum. *Mendicity* is prohibited.

(Extract of a letter from the secretary of state of Pennsylvania.)

The system of each township providing for its own poor, is still preserved in some of our counties; but it was found in the large populous counties to be so troublesome to the overseers, and so oppressive to the taxable inhabitants, while it sometimes failed in affording timely relief to those whose claims justly entitled them to assistance, on the general principles of humanity, or in virtue of their *settlement right*, that, on a representation of the grievances, the legislature has granted, by special acts, to such counties as have made application, the privilege of erecting houses for the reception and accommodation of the poor, subject to the regulations specified in the several acts. A number of counties, availing themselves of this privilege, have purchased convenient tracts of land, erected buildings proportioned to the number of paupers, that might, on any reasonable calculation, be expected at one time, and the expense is met by a tax levied *on the county. This is represented by all the directors of the poor, who appear to have been attentive observers of the different laws, and who have made communications on the subject, to be an important improvement on the old plan, both as regards the expense, to those who have it to pay, and the convenience and comfort of the paupers themselves.*

As has already been observed, no returns are ever made to government by the overseers of the poor, of the number in their respective townships, and no information has been received to authorise an answer with any degree of precision, to your third enquiry respecting the whole number of paupers in the state. In four counties, situated in the heart of the state, whose joint population amounts to 136,755, there are at present 404 paupers. This would be one pauper to every 339 souls. This is the average proportion through the year. In winter, the number is *increased*, and sometimes in summer considerably *reduced. This proportion may apply with considerable accuracy to all the interior counties of the state, in which there are poor houses*, but could not by any means be relied on as applicable to the state generally; for there are some counties in which there are very few paupers, and in some of the new counties there are perhaps none. To your fourth enquiry, it is answered, that in the four counties above alluded to, the average annual expense of each pauper is $33 46, *exclusive* of the proceeds of the farms on which the poor houses are erected. We have no data on which to form an accurate estimate of the proceeds of the farms. Whatever they produce, is applied to the support of the establishment, and not carried by the directors into the general accounts. On the subject of your fifth enquiry, it may be answered, that these poor houses are *houses of employment*, in which the men are engaged either in working on the farms, or, if tradesmen, at their respective trades; and the women are occupied in doing the work of the house, attending the sick, and in spinning, knitting and sewing. From such representations as have been received, it appears that generally there is a sufficiency of clothing manufactured and made up for the whole family, in their respective houses. *It appears to be agreed on all hands, as well by those immediately entrusted*

with the execution of the poor laws, as by those whose opportunities have enabled them to pay attention to the subject, that the poor-house system is greatly superior to the plan of each township providing for its own poor. [The opinion expressed in a letter from the mayor of the city of Philadelphia, seems to be at variance in some degree, with this opinion, so far as relates to the poor of that city.] No doubt the number is increased by the prospect of the favorable accommodation furnished by these houses; but although the number is increased, the expense in the aggregate is diminished; for, as before stated, the average expense of each individual maintained in the poor-house, is but $38 46, whereas by the township system, the annual expense of a pauper, as far as it has been ascertained, has not been considered less than $100. This curtailment of expense, is of itself an important consideration, and when taken in connexion with the superior accommodation afforded the paupers in their living, their convenience to medical assistance, and their preservation from idleness and dissipation, exhibits the poor house system as a plan well adapted to answer the purpose of its original design. There can be no doubt but this plan is yet susceptible of much improvement, but it has not been in operation a sufficient length of time, either to test all its advantages, or to discover its defects. In the administration of the system, much must always depend on the sound discretion and judicious management of the directors. By a faithful discharge of their trust, the poor may, by the present arrangement, be comfortably provided for, without the expense being made oppressive.

IX. DELAWARE.

Each county has a poor-house with a farm, not exceeding one hundred acres; a poor tax is levied on the people at large; the rate being fixed by the Levy Court. There is a treasurer of the poor in each county, who pays out the monies on the orders from the trustees of the institution. No poor person is maintained out of it, unless he is not in a condition to be sent to it. Trustees are annually chosen by the Levy Court. Relations if able, are bound to support one another. Poor children may be bound out—Paupers may be removed to their last place of legal settlement, even though out of the state. If a husband deserts his wife, his estate may be seized for the support of his family.

A settlement is gained,

1. *By office*—Serving in any public office for one year, or
2. By *paying taxes* for two years successively, or
3. *Leasing lands or tenements for one year*, of the yearly value of ten pounds, and dwelling therein and paying the rent, or,
4. *Owning a freehold* worth 30 pounds, and living on it one year.
5. *An unmarried person bound or hired for one year*, and performing *the service.*
6. *Serving an apprenticeship* for the same period.
7. *Every legally indented servant coming from Europe*, and living 60 days with his master, if afterwards he shall serve one year in any other place.

8. *All mariners and every other healthy person* direct from Europe are settled where they reside the first twelve months.
9. *Every married woman* during marriage, follows her husband's settlement, if he has none, then her's when he married her.

(Extract of a letter from the Secretary of the State of Delaware.)

There is belonging to the poor establishment in each of the counties of the state, *a very commodious house with a farm*, the extent of which is restrained by law to one hundred acres of land, exclusively appropriated to the support of the poor of the respective counties of this state. The produce of these farms, with the labor of such of the paupers as are able to work, together with certain fines and forfeitures imposed by law, and appropriated to the use of the poor, are all brought in aid of the tax denominated the poor tax, which is assessed upon the people at large, the rate being annually fixed by the Levy Court of each county, who have the direction of the affairs of the several counties of this state. This tax is collected by the collectors of the other county rates, by them paid into the hands of the treasurer of the poor in each county, and is subject alone to orders drawn by the board of trustees upon their treasurer. The manner of gaining admission into the poor-house, is by application to two trustees of the poor; one of whom shall reside in the hundred, of which such pauper is a resident, who shall, if they see fit, give an order for the admission of such applicant. This is not to embrace the case of a pauper, having no known residence, who may be received upon the order of any two trustees; and any committee of the board of trustees, or the overseers of the poor, may remove such pauper from the house at their discretion. The great body of the poor of this state are thus boarded in the house, but under certain restrictions, a portion may be, and are boarded out, but the pauper must be willing to live in the house and must have lived in the house as a pauper, three months prior to the time of his being boarded out; and such order must be given at a meeting of the board of trustees. The number boarded out are not to exceed one third of the number then in the house; and the expense thus incurred must amount at no time to more than two-thirds of the expense of boarding them in the house, or a sum in proportion to the cost of all the paupers of the county maintained in the house. And if any pauper having no relation obliged by law, able or willing to support them, shall by accident or otherwise be rendered incapable of being removed to the poor-house, without violating the rights of humanity, the trustees of the poor, or one trustee, and one justice of the peace, may administer relief out of the house, from the money appropriated to the maintenance of the poor, until they may be capable of being removed to the poor-house of his, or her county; and the justices of the court of Quarter Sessions, are required to make orders on those relations obliged by the law of this state, to maintain such pauper for such sum of money, as will reimburse the expense. The laws require the father and grandfather, mother and grandmother, being of ability to maintain poor and

impotent children, or grand children, as the Quarter sessions shall direct; and the children and grand children of such, being of ability, shall maintain their fathers and mothers, grand fathers and grand mothers, not having any estate, and not being able to work, on pain of forfeiting forty shillings for every month they shall fail. All lunatics and insane persons, confined in the several gaols, on an order from the Levy Court, are directed to be given up by the sheriffs of the several counties; and the overseer of the poor is required to receive such persons into the poor-house and closely confine them; and it is the duty of the trustees to endeavor to recover compensation for their maintenance out of the estates of such persons, if they have any. The officers to whose care the paupers are entrusted, consist of a board of trustees; and an overseer of the poor in each county. The trustees are appointed annually by the Levy Court of the respective counties, who at their meeting in the month of November, remove those trustees, who have served three years, and appoint others in their place, so that a regular succession is kept up; no trustee who has served three years previously, shall be re-appointed. The numbers varied according to the size of the county; two of the counties having ten, and one only seven, who constitute distinct and separate boards, guided by the same laws; each board being vested with *corporate powers, having a common seal, and making such by-laws as they may deem proper for their government as a board, and the internal regulation of the poor-house over which they preside.* All vacancies in the board occasioned by the death, removal from the county, &c. of any of its members, are supplied by the Levy Court, or any three of the Levy Court, who are authorised to appoint a fit person for the unexpired time of the trustee thus vacating his seat. One of the board is annually chosen by the board *as a treasurer, who shall give a bond for the performance of his duty* as treasurer in double the sum, to be raised for the support of the poor the current year; and annually to settle his accounts with the board of trustees, and likewise with the auditor of accounts for the state, receiving 2 per centum on all monies by him received and paid over as treasurer. The overseer of the poor, is an officer appointed by the trustees, removable at their pleasure, and receiving a salary not exceeding fifty pounds per annum, he giving bond to the trustees, conditioned for the faithful discharge of his duty; he resides in the poor-house, superintending the poor, and the farm which is connected with the house; he is to keep a regular list of the names of all the paupers, the time of their admission, with their ages, and a fair account of all the expenses, and shall settle quarterly with the board of trustees. The board are vested with the power of appointing such other officers and servants as they may deem necessary; of providing sufficient working tools, beds, and other necessaries, as will maintain the poor; and employ such as are able to work. If the paupers behave disorderly, they may be corrected by order of the board in such moderate manner, as they may deem fit. It is incumbent upon each trustee, to give information to the board, of any poor negro or mulatto child, whose parents are not able to maintain it, or may not have

the means of bringing it up to industry. The trustees, or any two of them, upon receiving such information, shall by warrant cause such parents, or if there be no parent living, such, child to be brought before them; and they, or any two of them, shall have power to bind such child as apprentice or otherwise, the males till twenty-one, the females till eighteen years of age; and the terms of apprenticeship shall be transmissible to executors, &c. and assignable with the approbation of two justices of the peace, or two trustees of the poor. The trustees binding such child, shall reserve a compensation to the parents. All constables are likewise required to give notice of such child to any justice of the peace, or trustee of the poor; and the justice may cause such child to be brought before him, or the board of trustees, and two justices, or one justice and one trustee, may bind it out as above directed. All orphan children likely to become chargeable on the county; and the children of all such parents who shall not be thought of ability to maintain and educate them, may be bound out by two justices of the peace, or two trustees of the poor, the males till twenty-one, the females till eighteen, or for such other time as they may deem proper. Any two trustees are required, upon application being made to them by the father of an illegitimate child, charged with its support, to issue a warrant requiring such child, and the person having charge of it, to be brought before them; and if they shall deem it expedient, they may bind such child as an apprentice to a trade, &c. If male, till twenty-one; if female, till eighteen; and the term of apprenticeship shall be transmissible and assignable as other terms are, but such binding is not to impair the security for the maintenance of such child given by the father. If any person shall come to inhabit in any hundred in this government, and shall legally execute any public office in that hundred during one whole year, or shall be charged with, and pay his poor tax, or other tax for two years successively, or shall lease lands or tenements in any hundred of the yearly value of ten pounds, and shall dwell upon it for one year, and pay the rent, or shall become seised of any freehold estate in any lands or tenements in any hundred, of the value of thirty pounds, and shall live upon the same for one year, or if any unmarried person not having a child, shall be bound or hired as a servant in any hundred, and shall continue in such service for one year, or if any person shall be duly bound apprentice by indenture, and shall live with his master in any hundred for one whole year, such person in any of these cases, shall gain a legal settlement. Every indented servant legally imported from Europe, shall obtain a settlement in the hundred in which he shall serve with his master the space of sixty days; and if afterwards he shall serve in any other hundred for twelve months, he shall obtain a settlement in the hundred where such service was last performed, either with his first master, or on an assignment; and all mariners coming into this government, and every other healthy person directly from Europe, shall be legally settled in the hundred in which he shall first settle and reside for twelve months. Every married woman shall be deemed during

coverture, and after her husband's death, to be settled in the place where he was last legally settled; but if he shall have no known settlement, then she shall be deemed, whether he is living or dead, to be settled in the place where she was last legally settled before her marriage.

The board of trustees are required to keep a list of the names of the paupers boarded out of the house, with their ages, the time when they were so boarded out, and an account of the expense, with the names of the persons with whom they are boarded; and shall at their annual meeting, in the month of January, in each year, make out, under the signature of the president of the board, in each county respectively, a fair and full statement in writing, and cause the same to be printed, of all the expenditures made for and on account of the poor, for the year preceding such statement; including, as well the expenditures in the respective poor-houses, as for the out-door paupers; and also the amount of the taxes levied for the support of the poor, and the several sums thereof, which have been received, with a general view of the state of the finances of the respective institutions: Also the number of paupers supported by the respective counties, distinguishing them from the out-door paupers, giving the names, ages, sex, colour, diseases or inabilities with the time of the admission of each, together with such remarks and observations, as may, by the said trustees in the several counties respectively, be deemed pertinent and necessary, to give a full, fair and impartial view to the citizens generally, of their respective counties, and the condition of their paupers; one copy of every such report, when so made out, and printed, shall be hung up in the most public place, in each of the hundreds, of the several counties of this state; and at the annual meeting of the Levy Court, settle and adjust their accounts with the said courts, or any two members thereof, to be appointed by the rest. As yet, no regular accounts have been kept by the several officers, at least such accounts as would enable a correct estimate to be made of the profits of the farm and the savings to the several institutions, by the industry of those paupers that are able to work; but the late enactments of the legislature, upon this subject, will obviate, in all probability, any difficulty upon this point hereafter. The whole number of paupers in the state of Delaware, *boarded in the house*, amounts for the last year, (for the previous years no estimate, the least to be relied upon, can be obtained) to *three hundred and thirteen.* The whole population of Delaware, by the census of 1820, was 70,943; making about one out of 227 souls, to be a pauper. The whole expense for maintaining the above number in the house, including those boarded out of the house, amounts to fourteen thousand and eighty-five dollars; deduct from this sum, six hundred and forty dollars, saved to the institution, by the labor of the paupers, and the produce of the farms, (which are as yet but small, and not in a very high state of improvement) there will be left a balance of thirteen thousand four hundred and forty-five dollars: The above, includes three hundred and fifty-six dollars, for repairs, and above two hundred dollars of old debts, not liquidated till last year: thus leaving

about twelve thousand eight hundred and eighty-nine dollars,* as the amount of expenses for the maintenance in the poor-house, of three hundred and thirteen paupers, and including likewise those who are boarded out of the poor-house. The salaries of the officers not included in the above. Weaving, picking oakum, making shoes, and tending to the farm, are the principal employments of those paupers that are able to work.

New Castle contained, by the last census, 27,899 souls; and one out of every 133 is relieved out of the public funds. The expense of each pauper, is less than 5 cents per day, owing to the supplies of meats, vegetables, butter, &c. raised on the farm attached to their poor house. *This poor-house establishment is one of the noblest institutions of the kind in the world.*

X. MARYLAND.

As early as the year 1768, the legislature directed that an alms-house and work-house be established in each county, and a tax was laid accordingly. Particular directions were given as to the care and management of these institutions. The poor who were able, were set to work; the disorderly were committed, &c. Persons might be removed to their place of settlement, and a settlement was gained, as follows:

1. Householders and natives of the county, gained a settlement therein.
2. Persons executing a public office one year, gained one in like manner.
3. Persons paying taxes, the like.
4. Apprenticeship or service for a year, the like.

Poor children may be bound out. The trustees of the poor of the several counties, may *keep out pensioners*, not exceeding ten at an annual expense, not exceeding $30 for each.

(Extract of a letter from the secretary of state of Maryland.)

No digest of the poor laws has been made. The multiplicity of laws that have from time to time been made in this state on this subject, would render a digest of them truly laborious and troublesome. A complete digest of the laws of Maryland, from the commencement of the government to December session, 1819, and those since, having been duly forwarded to the executive department of New-York, will furnish all the information asked for to this period, on their being referred to. It would have afforded me great pleasure to have complied with your request, if I could have done so.

XI. VIRGINIA.

Each county is divided into not exceeding four districts, and three overseers of the poor are elected for each district for three years. The overseers of the poor of a county meet annually and assess the poor rates and provide houses, &c. for the poor. If the overseers refuse to provide for a

*The expense of supporting a pauper, including the expense of the institution generally, will be $45 a year; but if the mere support of the pauper is considered, it is about $41 11.

poor person, he may appeal to the county court, who may direct the pauper to be provided for. Poor persons, strolling from one county to another, may be removed to their proper county, where their settlement is. Disputes concerning the settlement of a pauper, to be determined by the county court of the adjacent county.

Overseers are to make monthly reports to the county courts of the poor orphans, and other poor children bound out, and to settle their accounts annually with those courts. A LEGAL SETTLEMENT IS GAINED BY A RESIDENCE OF ONE YEAR IN THE COUNTY. Poor children may be bound out. Vagrants are those who have not wherewithal to maintain themselves, and are found loitering, &c. without supporting their families, and persons found begging, are also declared vagrants. Vagrants may be put to service for three months.

(Extract of a letter from the governor of Virginia.)

Our poor laws, in their practical operation, are entirely local, confined exclusively within the limits of the counties and towns, within which the different paupers and officers, who execute those laws, reside. No report or general return is made from those local jurisdictions, to any central office or officer, but each acts independent of the other, and the whole subject is completely confined to the county or town, except in some cases of law suits, in which the superior courts have appellate jurisdiction; but these relate not to the administration of the law relating to the provision for paupers, but merely to collateral points occasionally presenting themselves in the progress of such laws. As the practical operation of our poor laws is confined almost exclusively to pecuniary aid, it may easily be foreseen, that but little information can be given in answer to this question. The system of poor houses, which the officers have the power of establishing, has been carried into effect in so few instances, and even in reference to those few, my information is so small, that I can say little which will be of use. The number of paupers varies considerably in each county and town almost every year. The assistance afforded being principally pecuniary, or in provisions in different years, is varied by a number of circumstances, such as the scarcity, and consequent high prices of provisions, the different situations of families or individuals, who may be considered as proper objects for the extension of this bounty in one year, from what their situations may require the next. Such is the fluctuation in this respect, that the county levy, as it is called, in which is included the poor-rates, frequently varies in one year from another, 25, 50, or even 100 per cent; and the number of paupers or persons receiving county aid, is in some years double, or even greater, from what it is in others. The overseers of the poor in the different counties and towns, have the power under the law establishing *work houses*, &c. It is, however, as far as I am informed, resorted to in comparatively but few instances. The general practice, as before observed, is pecuniary assistance. When the paupers have a residence of their own, assistance in money or provisions,

is furnished. When they have no house, they are generally supported in some respectable house for a certain sum; the house-keeper, undertaking for such sum, to board them, to furnish them in clothes, and other necessaries. Medical assistance, when necessary, is also called on and paid for by the officers of the poor. This, I believe, may be said to be our general practice. There are, however, some variations from it; work houses being established in some of the counties. The plan of employing the poor in such houses, is different, I understand, in some places, from what it is in others. In some instances, they are employed in cultivating a small farm or garden, according to their number and sexes. In others, in some kind of in-door work, such as carding, spinning, weaving, sewing, &c. by women—By men, such handicrafts as they may understand. In general, however, it may be remarked, that there is no regularly organized system of employment in those houses. Each one is regulated by peculiar circumstances, and it may be considered rather as employment to prevent idleness, and contribute somewhat towards the support of these people, than a well digested operative system for the employment of the poor. There is one effect, however, which may be worthy of notice, in reference to these work houses. *They are invariably found, (if my information is correct, and I have no doubt of its being so,) to diminish greatly the number of paupers. Hundreds are found soliciting, or willing to receive pecuniary aid; very few of whom will take refuge in a poor-house, but in the last extremity.*

(*Extract of a letter from N. Shippard, Esq. Chamberlain of the city of Richmond.*)

There is a law of the corporation of Richmond, instituting *a Lancasterian school;* which school is supported at the expense of the city, at which the children of paupers are educated. Other children are admitted in this school whose tuition fees are applied in aid of the city funds, to the support of the school. In this city we have a building called the "*poor-house,*" where paupers are supported, almost entirely, at the expense of the city; and do but little, and in most instances, no work at all. I believe the operation and effect of this system here is to cause many of the most idle and worthless set of paupers, to apply for, and get admission there, who would not, if they expected to be fully employed at work, apply for such admission. Some paupers, I am informed, are allowed to remain in their own dwellings, and receive partial assistance from the funds placed in the hands of the overseers of the poor. These are, I believe, generally, persons who are willing to do what they can for support, and such as would not accept assistance at all if they could obtain it, in any other way than by going to the poor-house. There have, however, been found here *some*, so much disposed to get assistance in this way, as to render great vigilance necessary, on the part of the overseers, to prevent impositions. As to the success of the poor-laws here, in relieving the poor, no doubt much suffering is prevented in this

city, by the relief the poor obtain from the funds raised under those laws here. The president of the overseers of the poor, states the averaged number in the poor-house, at about 70. The out-door poor, (as they are called) at 214 heads of families, and about 106 children. Our population, according to the census of 1820, was 12,065, of which 4387 were slaves. Slaves are not objects of our bounty, as their owners are bound to see to their support. Taking the statement above mentioned, of the president of the overseers of the poor, at 70; the average number in the poor-house, and the out-door poor, at 214 heads of families, and 106 children; making in the whole, 390; the averaged expense of supporting *each pauper in this city, for the last six years, including the appropriation for this year, is a fraction over* $18 25. *This includes the salaries of the keeper and matron of the poor-house, the salary of the physician, medicine, fuel, &c. for the poor-house.* The effect of work-houses has never been well tried in this city. I believe, generally, a few only of the paupers in the poor-house, are able to do much work, as they are pretty generally aged or infirm. I understand, all that can do any thing towards their support, are required to labor, when suitable work can be got for them, (which I believe is not always the case.) This, no doubt, lessens a little, and but little, the expense of their support. *I have been informed, that in some counties of the state where the expense of the supporting their poor had become heavy, they had resorted to poor and work-houses, and in every instance of which I have heard the effect has been to lessen very much the number of paupers and the expense.* Many that would be very willing to receive aid, if to be got without going to such a house, knowing if they go there, they must work, and that too, under the superintendence of an overseer, prefer making greater efforts in their own way than they would otherwise do, to live, to getting assistance in this way. About two years ago, a few ladies here, aided by the city funds, established *a house of industry;* and kept it up for about two years; when finding it, as I heard some of them say, impossible to carry it on and attend to their own families, as so few were engaged in it, they were compelled to abandon it. It, I believe, afforded considerable relief to poor females.

(Extract of a letter from Robert Greenhow, Esq. president, &c. of the city overseers of the poor of Richmond.)

On the borders of our city, whose population by the last census was about 16,000, situated on a healthful and pleasant eminence, with an extent of ground belonging to the corporation, equal to about 28½ acres, stands a building of brick, of commodious structure, and capable of lodging about 90 persons, known by the name of the "*City Alms and Work-House,*" but infinitely more worthy is it of the name of the *City Hospital,* as will be evinced by one of the keepers' monthly returns now cited, whose number is 82, of which 26 were children, (18 male and 8 female) the balance 56 male and female adults, of whom 42 were in a state of disease, wholly unable to perform any species of labor. The children receive gratuitous

daily instruction at the Lancasterian school, and duly attend the Sabbath school. When of proper age, they are apprenticed, as opportunities of doing so, occur. But this does not constitute the whole number of city paupers, to whom relief is extended. Our city, let it be observed, is divided into three wards. Once in three years, in the month of April, (as was the case in last April,) the Hustings court nominate nine overseers of the poor, three to preside over each ward, who, at the succeeding May court, are sworn duly to perform the duties annexed to the office, and enter on their functions on the first Monday in June. Having performed their three years tour, they are exempt from an obligation to serve in this capacity for the nine successive years. Their refusal to serve, without good cause shown to the court, subjects them to a fine of one hundred dollars, to be paid to the overseers of the poor for the use of the institution. The organization of the board consists of electing a president, treasurer, and secretary, the keeper and matron, the physician and nurses. The next important enquiry is as to the amount that will be necessary for the support of the poor during the year thus commencing. Referring to the previous years' disbursement, and carefully examining whether an increase or diminution of pauperism is likely to take place, the sum necessary is then ascertained, and the sheriff is bound under penalty to levy it, and the law prescribes a tax by *poll*, i. e. a tax on all males, bond or free, over the age of *sixteen years*. The charter given to our body corporate, invested them with the power of imposing taxes on the city, to meet any and every city exigency. Under this power, our common hall or city council acted, and on being informed by the overseers of the poor, what sum is requisite, it was provided and paid, as required. But in 1817, (I think it was,) a change by the legislature in the poor laws took place, and corporations or cities were to raise the sum necessary for the support of their poor, as those for counties were required to do, viz. by *poll-tax*. Under this change, the city council, without adverting to the power vested in them by the charter, were anxious to throw the burthen of levying it on our body; and in 1817, as a committee in conjunction with the others of our board, authorised to commune with them on that subject, we, succeeding in convincing them that if they drove us to the necessity of imposing it by poll, (by a certain description of our most respectable inhabitants, the mechanics, for example, with his from 20 to 50 assistants about him, on all of whom it must be levied) it would be found that a more unequal, iniquitous, and oppressive tax could not be levied. Since which period, an acquiescence on the part of the city council has been yielded; the sum necessary, is stated, and I acting as treasurer, by monthly instalments, receive and distribute it to coadjutors in office as their stated needs require. The number sustained in our alms and work-house, averaging monthly throughout the year about 70, does not constitute the whole to whom we impart aid, for otherwise we have those that cannot, for want of room in the appropriated buildings, be there admitted, whom we term *out-doors poor*, 214 heads of families, add to this number 106 children, appended to each family, and it will be found

that in round amount not less than 400 paupers of all sexes and ages, annually receive assistance from us. To these out door paupers, we assign monthly in proportion to their physical abilities, and the size of their families in summer, of $1 50, to 4 and $5, increasing in winter it to a third or more, as we deem advisable. The expense incurred for the support of the poor, during the year, ending on the first Monday of the present year, amounts to the sum of $8000. To the keeper and matron of the alms and work-house, an annual salary paid monthly, is assigned of $700. To the physician, $300 per annum; to the nurses, (generally taken from those of the female paupers lodged within, most competent to act in that capacity) $3 50 per month each, and divisible among the overseers of the poor at the end of each year, (as in the opinion of the committee, selected from that body; each member may from the services which he has individually rendered deserve) 6 per cent on the sum actually expended, is by law allowed. That the establishment is to all intents and purposes an hospital, is evinced, when I inform you that the druggist bill, for the past year, (after experiencing a pretty considerable deduction, that I insisted on being made) amounts to $330 67, which was wholly appropriated to the use of the almshouse incumbents; say 70. That the poor of every community, are as integral and component parts thereof, as the members of individual families are, of those to which they belong, is I think a position which will not be denied. Thence it follows as a correlative that every civilized society is bound from the nature of its compact, to offer aid and assistance to all of this description, within their bounds. But what is the most fit and proper mode to be adopted, is the important question. The rule that we adopt, is this: Full well from experience, knowing that unless the utmost care and circumspection is used in our dispensations, that impositions may and will be practised on us, our first enquiry from the applicant for relief is, has he gained a legal residence? If he has not then, inquiry from whence he last came, is obtained, and by the police officers he is forthwith removed to the county, and if possible, to the state from whence he migrated: the overseers of the poor of such county, are bound by law to remunerate to us the expense incurred by such removal. If the applicant has gained a residence, the enquiry is, in what part or portion of the city he or she resides? If not within our ward, or that portion of it which by previous consent we have agreed to superintend, he is directed where to apply. If within our bounds, we are not satisfied with his own account of himself; but before relief is extended, we visit his abode, and see what his or her needs are, and administer accordingly, either by sending them to the poor house (if at the time there is room for admission) or pecuniary aid monthly afforded. *But in almost in every case of pauperism, a repugnance is manifested on the part of the applicants to their being sent to the alms-house.* Our municipality complain of the immense expense that the citizens on this head, are loaded with. I can assert it is a fact not to be controverted that we regard its government precisely in the same point of view, as the prudent circumspect and economical master of a family, with a very restricted income, does his; that we incur no expense that can be avoided, and procure every

article that the institution needs, on terms as low as the most frugally inclined are enabled to do; nor do we suffer any to participate in our bounty but those who are legally entitled to claim it. Had we not pursued this course, we should the last sickly season have had a host of Irish and northern, and eastern men, who in shoals came to labor on the canal, and James river works, in a state of sore disease; applications without number, were made for admissions into our poor-house, which we invariably resisted, and at length succeeded in getting their employers to provide for them when in this state. By every effort in our power, we discountenance *mendicants* or the practice of *street begging*, and without fear of denial, I thing I am warranted in saying that there is not a city within the confines of the union, in which that custom prevails less than in this city, rarely indeed is a beggar to be seen in our streets. Our city counsellors contend, that for the sum that the overseers of the city poor require, the provision of, with little or no addition to it as requisite for one year, they could purchase a snug farm contiguous to the city, erect the necessary buildings, and purchase a sufficiency of slaves to cultivate it. All this may be correct; and in counties whose inhabitants are from their birth habituated to agricultural pursuits, a lodgement in a place where they would be required to occupy themselves in the same routine of duty. The virtuous, the well-meaning city child of want, applies to us, their constituted guardians, for relief, he or she, freely, and without disguise, say to us, "from my pin, from my needle, from my ability to impart instruction, from my this, that, or other employ, in the exercise of which aid and support to me, whilst healthful, I obtained support, now from a combination of fortuitous circumstances are no longer to be resorted to, I am compelled through dire necessity to throw myself on your hands; give me, I entreat you, afford me aid for present relief." This premised, it will be readily inferred, that I am averse in sentiment to agricultural employs, to be imposed on those who are unaccustomed to rural life. Every city or body corporate should deem it their duty to provide for their poor, so that when relief is administered, their angry feelings may not be excited. *First*, an *hospital for the diseased;* next, *an asylum for the poor and indigent*, so organised, as that the virtuous, good and well-meaning poor, may be kept separate and distinct from those whose vices and immoralities have not only heaped on themselves want, but sore disease. To the former class, a superior sort of treatment in all and every respect should be allowed, than to the latter, to whom nothing should be given, but that which was absolutely necessary; separate work houses, attached to each, and no intercourse to be had, either with the other; and if your constitution would admit of it, I would advise that a law should be passed, authorising and empowering overseers of the poor, when in any case, or under any circumstances, they appropriated any part or portion of public fund, to the relief of an individual, that individual should be retained in the service of the body corporate, thus affording him or her aid and comfort until the incurred expenses on his or her account were remunerated.

In the year 1817, the gross amount of city taxes taken by the assessor amounted to			$69,758 93
Deduct Insolvents and commission of collector,			7,677 24
			$62,081 09
	Other taxes,		9,228 83
	Total,		$71,309 92
1818. Gross amount,		$76,697 51	
Insolvents, &c.		8,410 92	
		59,286 59	
	Other taxes,	13,150 79	
			72,437 38
1819. Gross amount,		50,235 15	
Deduct, &c.		10,912 50	
		39,322 65	
	Other taxes,	10,413 67	
			49,736 32
1820. Gross amount,		48,300 57	
Deduct, &c.		9,983 31	
		38,317 26	
	Other taxes,	8,749 06	
			$49,066 32
1821. Gross amount,		$50,849 99	
Deduct, &c.		10,262 39	
		40,587 60	
	Other taxes,	10,720 31	
		$51,307 91	
1822. Gross amount,		$50,246 78	
Deduct, &c.		10,114 63	
		40,132 15	
	Other taxes,	10,193 32	
		$50,326 47	

Amount of rents of tobacco ware-house, which now belongs to the city, estimated as annually to produce an income of $2,500.

XII. NORTH-CAROLINA.

Seven wardens of the poor are elected for each county. Poor-houses and land to be purchased in each county, and the expense raised by tax. Persons falling sick to be supported when they fall sick, and the town chargeable to pay the expense. A residence of one year in a parish, gains a settlement. A tax of one shilling in every hundred pounds, laid for the support of the poor. Poor persons coming into a town, may be removed

to their places of settlement. A penalty is imposed on householders for entertaining strangers without giving notice, &c.

No information has been received concerning the effect or operation of the poor laws of this state.

XIII. SOUTH CAROLINA.

The justices of the county courts of the several counties, choose overseers of the poor to provide for the poor. Persons residing twelve months in a parish, gain a residence. A person coming to a parish where he has not gained a settlement, may be removed to his proper parish. Fathers and children, &c. to support one another. Poor children may be bound out apprentices. Masters of vessels not to bring any sick or maimed seamen in port, and leave them. The vestry of the several parishes assess the poor rates.

No information has been received as to the operation or effect of the poor laws of South Carolina.

XIV. GEORGIA.

The revised edition of the laws of this state, published in 1812, contains only two provisions concerning the poor. The *first* declared that the inferior courts in the several counties, shall have power to enquire into the circumstances of the poor, bind out orphans, and appoint overseers of the poor. The *second* declares, that the justices and overseers shall annually levy a tax, not exceeding *one eighth* of the general tax, which shall be paid into the hands of the overseers of the poor, who shall annually account for its expenditure. There appears to be no law defining the requisites of a *settlement*, nor giving authority to remove a *pauper*. Vagrants and vagabonds may be required to give security for their good behaviour, and there are very minute regulations concerning the penitentiary system adopted in this state.

No particular information has been received in relation to the effect and operation of the poor laws of this state.

XV. ALABAMA.

The judge of the county court, together with the commissioners of roads and revenues in each county, annually set apart from the county tax, a fund for the support of the poor in such county. The money is paid on orders signed by the judge in favor of an overseer, by him appointed, who is bound to account for the application of such monies.

No information has been received as to the operation or effect of the poor laws of this state.

XVI. ILLINOIS.

County commissioners appoint two overseers of the poor, in each township. The poor who shall become a charge, to be farmed out at public vendue or out cry, to the lowest bidder, after giving public notice thereof,

which notice shall set forth the name and age, as near as may be, of each person so to be farmed out. The overseers make a return of the amount for which the poor of their respective townships were sold, and the same is collected by tax. The persons thus buying the poor, may keep them at moderate labor. If, however, the poor are ill treated by such farmers, half of their compensation may be withheld. Poor children may be bound out *where parents are dead.* Two justices are to give the order upon which the pauper is relieved. *The overseers of the poor are declared to be a body politic and corporate, and capable of holding property in trust for the use of the poor.*

A settlement is gained,

1. By serving for one year in a public office, or
2. By paying taxes two years successively, or
3. By hiring a tenement of the yearly value of $25, and living thereon one year and paying the rent, or
4. By owning a freehold, or
5. By being hired or bound, and serving one year, or
6. By being bound apprentice, living with his master 60 days, and afterwards serving elsewhere for 6 months;
7. A married woman during coverture follows her husband's settlement.

The provision concerning certificate poor, and the provisions concerning *removals* of paupers and *appeals* therefrom, of supporting sick paupers, of fathers and children supporting each other, if able, and concerning husbands abandoning their families without support, are very nearly similar to those on the same subjects in the state of New-York.

(Extract of a letter from the Governor of Illinois.)

The fact is, that Illinois has no poor, at least so few that I have not been able to learn any thing about them, or to collect any facts relative to the operation of our poor-laws, although I have made application to several of the oldest and most populous counties in the state. The country being yet too new and thinly settled, labor too much in demand and too well rewarded, and the means of subsistence too abundant and too easily procured, and too liberally bestowed to the few who may require assistance, for any one to stand in need of public charity, unless extreme poverty should be connected with extreme old age, or a great and permanent infirmity, which but seldom happens to such a degree, as to render it necessary for the overseers of the poor, to make legal provision for their support; and when it does happen, the cases are too remote and isolated to afford opportunity to ascertain the operation and effect of our poor laws, or the number or annual expense of supporting paupers.

GENERAL REMARKS ON THE FOREGOING.

It appears that a *digest* of the poor laws of the following states is presented: New-Hampshire, Vermont, Massachusetts, Rhode-Island, Connecticut, New-York, New-Jersey, Pennsylvania, Delaware, Maryland, Virginia, North Carolina, South Carolina, Georgia, Alabama, and Illinois.

So far as can be collected from those laws, *no removals* of paupers under order or warrant, are allowed in the states of New-Hampshire, Georgia, Alabama and Virginia.

In the states of North and South Carolina, Virginia and Georgia, *residence alone, for a limited period*, constitutes a settlement.

In the states of Delaware, Rhode-Island, North Carolina, Maryland, Connecticut, Virginia and Pennsylvania, the *poor house system* prevails, either wholly or partially; and it may be truly affirmed, that *in every state where it does prevail, the evils and expense of pauperism have diminished.*

Ratio of Pauperism.

In the year 1820, there was *one pauper* to every *hundred souls*, in New-Hampshire, and the number of paupers was 2500.

In Massachusetts, one in every 68 souls, was a pauper. Number of paupers, 7000.

In the state of New-York, one in every 220 souls, is a permanent pauper, and one in every *hundred, an occasional* pauper. Number of *permanent* paupers, 6896; *occasional*, 15,215. Total, 22,111.

In the state of Delaware, one in every 227 souls is a pauper. In this state, the poor-house system *universally* prevails.

In the state of Illinois, there are *no poor* supported at the public expense.

In Connecticut, one in every 150 souls is a *permanent* pauper, and there is the like proportion of occasional paupers.

In Pennsylvania, one in every 339 is a pauper, in the interior counties of the state. Here also the *poor-house system* prevails.

The state of pauperism, &c. in Chester, Londonderry, and Exeter, in New-Hampshire—

In the counties of Suffolk, Essex, Middlesex, Plymouth, Bristol, Barnstable, Nantucket, Norfolk, Worcester, Hampshire, Franklin, Hampden, Berkshire, city of Boston, towns of Pepperel, Duxbury, Danvers, Rowley, New Bedford, Beverly, Roxbury, Newburyport and Amesbury, in Massachusetts—

In Newport, in Rhode-Island—

In Newcastle, in Delaware—

In Hartford and New-Haven, in Connecticut—

In Richmond, in Virginia—

In Philadelphia, Bucks county and Chester county, in Pennsylvania—is also furnished in the preceding pages.

II. A sketch of the state of Pauperism in Europe.

PAUPERISM IN EUROPE.

The population of Europe is computed at 178,000,000, of which number 18,000,000 are stated to be *paupers*, or persons who subsist at the expense of the community, without contributing to its resources. In Denmark out of every 100 persons, *five* are paupers; in Holland *twelve;* in Scotland *three;* in England *twenty-five.* [This when contrasted with the state of pauper-

ism in the United States, is highly favorable to the latter, as not more than one pauper can there be found out of 200 persons, making England at least *fifty times*, and Europe in general, *twenty times* as numerous in paupers as America.]

SWITZERLAND.

There is no absolute provision by law, for the poor in Switzerland. Each parish generally possesses some *seigneural* rights and property in land, for the public use, and is expected to maintain its own poor. These funds being limited, are found insufficient without the aid of voluntary contribution. The common lands belonging to the parishes, have of late years been parcelled out to individuals, and this plan tends to improve the soil, and by encouraging marriages to encrease the population. There is a society in Berne called "*The Economical Society to Promote Agriculture*," and its efforts have been successful in a very great degree to improve the condition of the lower orders of the people. Mr. Fellenburgh, of Berne, has a farm devoted to the education of *mendicant* children, and his plan has been found useful.

SCOTLAND.

The poor in Scotland, (except in a few districts,) are supported by voluntary contributions, distributed under the inspection of the minister of the parish. The consequence is, that the common people make great exertions to avoid applying for relief. The grown up people and relations of persons who are in danger of falling upon the parish step forward, if they are able, to prevent such a degradation which is universally considered as a disgrace to the family. It is supposed in Scotland "*that distress and poverty multiply in proportion to the funds created to relieve them; that the establishment of a poor rate is not only unnecessary but hurtful.*" Scotland has been subject to years of scarcity, and even to dreadful famines. The years 1635, 1680, 1688, 1740, 1756, 1766, 1778, 1782 and 1783, are all mentioned as years of very great sufferings from want. It has been calculated that the half of the surplus of births in Scotland, is drawn off in emigrations, and still the country is supposed to be over-peopled. The law of *settlements and removal* does not prevail in Scotland, every person settles where he pleases. In Glasgow, the rates in 1803, were £3,000, and in 1818, £12,000. No particular information of the *number* of the poor in Scotland, has been received. It is believed to be about 62,500. In 1817 the total poor rate collected in Scotland, was £119,000, of which £49,000 proceeded from assessments; the rest were voluntary contributions.

HOLLAND.

In Amsterdam there were a few years since, 108,000 paupers out of a population of 217,000 souls. This increase had arisen in a great degree from the disordered state of that country, during the wars in which France had involved the continent of Europe. The present average of poor does not exceed 12 or 14 out of every hundred souls. In Rotterdam 4 or 5,000

poor, (*a twelfth* part of the population) fall in winter upon the government tax for support. Holland is justly celebrated for its Hospitals and other public institutions, which are supported by government, but it has no general poor rate, as existing in England.

ENGLAND AND WALES.

In 1685, the poor rates were	£700,000, and the population	5,000,000 souls.
1700,	1,000,000	5,475,000
1751,	2,500,000	6,467,000
1776,	2,920,316	7,600,000
1785,	3,467,749	8,000,000
1803,	5,348,205	9,000,000

In the year 1813, the number of paupers was 2,601.456, out of a population of 10,747,280; the poor rates were £7,800,000. In 1815 the number of paupers was estimated at 3,050,000. The system now prevailing in this state, and in several other states in the union, was principally adopted from the laws of England, providing for the support of the poor. The price of wages average here *three or four times* as much as the amount paid in England.

The *yearly rental* of England and Wales (according to Clarkson on pauperism,) was in 1803, upwards of £24,000,000. In 1817 it was £51,898,000.

Statement shewing the proportion of the wages of the country labor in England, and the price of corn.

Periods.	Weekly pay.	Wheat per quarter.	Wages in pints of wheat.
From 1742 to 1752,	£0 6 0	£1 10 0	102
1761 to 1770,	0 7 6	2 2 6	90
1780 to 1790,	0 8 0	2 11 2	80
1795 to 1799,	0 9 0	3 10 8	65
1800 to 1808,	0 11 0	4 6 8	60

Annual expense of the family of an agricultural laborer, supposed to consist of 5½ persons, being an average of the expense of 65 families of laborers in different parts of England, collected by Sir F. Eden in 1796.

Provisions, (as dear then as in 1823,)	£27 1 8
Rent,	1 3 3
Fuel and candles,	2 10 7
Clothes and washing,	4 18 0
Contingencies,	0 10 10
	£36 14 4

In 1823 the whole amount was £39 2 7, or $173 90.

The following is a table of the produce of the soil of England.

Wheat,	12,000,000 quarters,	average price 55 shillings	£33,000 000
Barley,	7,200,000	27	9,000,000
Oats,	10,000,000	22	11,000,000
Butcher's meat and animal food,			38,500,000
Woolens,			19,000,000
Cottons,			11,400,000
Linen,			14,250,000
Silk,			7,600,000
Leather,			14,250,000
Hardware,			8,500,000
Foreign articles, sugars,			9,000,000
do. tea,			8,000,000
All other articles,			181,100,000
		Total,	£367,500,000

Eighty pints of wheat per week, or its value in money, would form a fair permanent rate of wages for the country laborers throughout all that part of England, in which wheat is the usual food of the country people. [The three last statements are taken from Lowe, on "the present state of England." The contrast between the allowance to laborers in England, and in the state of New-York, is truly astonishing. Eighty pints of wheat, or one bushel and a quarter, averaging one dollar and fifty cents per bushel, could be earned by a laborer here, *in less than three days.*]

Money expended in England for the support of the poor, in the year 1813,	£6,679,658
Expended in law suits, removal of paupers and expenses of overseers and other officers,	325,107
Expended for relief of the families of militia men, &c.	246,202
Total,	£7,250,967

[Lowe "on the present state of England."]

FRANCE.

In the twelve *Arondisements* of the city of Paris, 80,000 individuals, have at one time been receiving relief at their own houses, in addition to the public establishments, particularly the hospitals, or rather towns called the *Salpetriere* and *Bicetre;* the first containing more than 6,000 females, and the latter having had at one time, 7,000 inmates. In the villages and towns in France, pauperism is far from being alarming. The peasantry are generally easy in their circumstances, and the pauper burden is light upon the nation at large. Before the revolution, the poor in France (as in Spain, Italy and other catholic countries) were supported chiefly by the abbeys, priories, and other beneficial establishments. In the year 1791, the *assemblee legislative* provided a public fund of about £2,000,000 sterling a year, for the support of the poor throughout all France. In Paris there are a number of hospitals. In the large provincial towns, there are in general two, one for the sick, the other for the aged.

FLANDERS.

Flemish house of industry.

At Strasburgh, and in most of the great towns in Flanders, *houses of industry* are established with a view to extirpate idleness, beggary and mendicity. These work houses are in every respect masterpieces of political economy. In one of the largest of the suppressed convents, they have fixed in the kitchen, a kiln to prepare *cheap soups.* In the rooms of the ground floors, are set up *looms for weaving;* In the galleries and sleeping rooms, are placed *wheels, and machines for spinning;* and where the size will admit it, they form *eating rooms,* and reserve a part for chambers, in which some light works, such as *plaiting of straw, and making hats,* may be performed. At eight in the morning the gates are opened, and then enter men and women of every age, who have no work in the town. Mothers with their families, servants out of place, laborers who have no masters, and children whose fathers and mothers, because of the labors necessary for their subsistance, cannot have an eye over them. After this voluntary entrance, the police officers traverse the town, and send every beggar and idle person they meet with, to the house of industry. As each person crosses the threshold of the door, an account is taken of him for a share in the distribution of the soup, bread and water. There is no need of strength or talent, to give a right to this barely necessary refreshment; but afterwards every person who is able, is put to work, and receives wages and an augmentation of food. His pay is proportioned to his capacity; but, nevertheless, it is fixed below what is given in private manufactories, that the bait of a little higher wages may rouse the workman, and engage him, by removing to a manufactory, to leave his place vacant in the work-house. Every attention is paid to the proper distribution of labor, according to the ages of the individuals. If a woman enters with five children, the eldest sits down *at the wheel,* the second at some paces distant, *picks wool or cotton;* the third, whose arms cannot reach to turn the wheel with one hand, and to stretch out the other to carry the thread round the bobbin, *moves the wheel,* while a little comrade *carries the wool or cotton to the other end of the beam;* the fourth child, scarcely two years old, is in a cradle which the mother rocks with her foot; the fifth hangs at the breast, and she supports it with her left hand, while with the right *she turns a spindle.* In some houses of industry, that the children may not disturb the workmen, they are put altogether, in the winter into a chamber, and in the summer into a garden. The old women have the charge of them, and divert and scold them. In the intervals between the hours of labor, the mothers visit them, and those who are nurses, at the proper times, give the little ones suck. So the days run out. At night, in the evening, the doors are opened, and all withdraw. They come again the succeeding days, having acquired more aptitude for work, or the manufactories wanting more hands, the workmen quit the school of industry to attach themselves to a manufacturer. In the mean time, the habit of begging is

lost, and a habit of labor is formed; and so he who was a degraded being, a burden to himself, and injurious to society, becomes a man useful to himself and others.

GERMANY.

In Hamburgh there were in 1788, and 1789, the following paupers,	7391
In the hospital,	894
Penitentiary,	446
Orphan-house,	1000
Total,	9757

In 1798, and 1799, after the institution there established, "*for supporting the indigent, preventing pauperism, and abolishing the practice of begging,*" on principles similar to those of the society in the city of New-York, for preventing pauperism, the number was much reduced, as will appear from the following:—

Paupers,	3090
In the hospital,	894
Penitentiary,	147
Orphan-house,	600
Total,	4731

Exhibiting a *decrease* of 5026.

IRELAND.

In Ireland there are no poor-rates; yet the poor are generally better taken care of there than in England. Charity and benevolence are estimated, and practised upon as primary duties, and cardinal virtues, and seem to be indigenous. Ireland has been afflicted with seasons of great scarcity, and even famine; and the evil fell particularly hard upon the poorer classes of the community. In ordinary times, the poor are content with the food which the soil affords them; and the great increase of population, is strong proof of the easy condition of their poor. In the county of Kerry, however, the state of the poor is represented to be an exception to this remark.

ITALY.

The condition, number, and character of the *Lazaroni*, are too familiar to every one, to require illustration or detail. Italy is blessed with a benignant climate, and productive soil, but yet through the bad management of her rulers, she is grievously oppressed.

City of Milan.

Charitable foundations, in this city, amount to 3,000,000 livres, (upwards of $400,000.) In the great hospital, there are commonly from 12 to 1500 sick.—Young in his travels, says, "the effect is found to be exceedingly mischievous; "for there are many that will not work; depending on these establisnments."

[We are indebted for many of the foregoing statements, to *Niles's Register*, published at Baltimore, in Maryland, a journal that cannot be too much commended, for the great variety and excellence of the information it contains.]

III. Brief extracts from works of celebrity, published in Europe and America, containing a collection of facts and opinions illustrative of the evils of pauperism, with various plans for the removal or amelioration of those evils.

"The poor laws of England have held out a false and deceitful encouragement to population. They promise that unqualified support, that unrestricted maintenance to the cottager's family, which it is not possible for them to support, thereby inducing the young laborer to marry before he has made any provision for the married state, and, in consequence, extinguishing all prospective prudence, and all considerations for the future. *To the poor-rates which have been for some years rapidly increasing, no determinate boundary can be put upon our present system.* Twenty shillings in the pound may be levied throughout the kingdom, and that is now, (in the year one thousand eight hundred and one) raised in some manufacturing parishes, without the object being obtained of providing a comfortless and helpless maintenance for a forlorn and distressed body of poor." [Sir Thomas Bernard's introductory letter to the third volume of the reports of the society for bettering the condition of the poor.] "The management of the poor has been acknowledged by the ablest politicians, to be one of the most difficult problems of government. Though the system of parochial relief, which commenced early in the reign of Queen Elizabeth, has been improved under the administration of some of the ablest men who ever filled offices of public trust, till the laws were consolidated in the forty-third year of her reign; *yet poverty has been constantly on the increase, and the pressure upon those on whom the duty of supporting was thrown, has become at length so great and alarming, as to require the utmost effort of legislative wisdom to counteract or diminish it.*" [Mr. Rose's observation on the poor laws.] "I cannot expect that the system, (the poor laws) will be cut down at once, but my object is gradually to undermine it; and I entertain the hope, that by means of public instruction, and establishment of secure depositories for the *savings of industry*, the number of poor may be diminished. In Ireland, there are no poor rates, and yet the benevolence of the affluent affords a decent support to the deserving poor. In Scotland, where the moral character of the people is so respectable, and where regular poor rates exist only in a few districts, and are scarcely felt, the wants of the indigent are well supplied. My plan to relieve the poor is similar to one I recommended thirty years since. I propose that the house call on all classes of people to subscribe to a national bank; no one to contribute more than one thirtieth of his weekly income, &c. &c." [Mr. Curwen's speech in the house of commons on the twenty-eighth of May, one thousand eight hundred and sixteen.] Mr. Pitt and Mr. Whitbread brought in bills

"for the improvement of the condition of the lower orders, and for diminishing the poor rates." But their attempts proved abortive. [Quarterly Review of October, one thousand eight hundred and sixteen.] "I should propose a regulation to be made, declaring that no child born from any marriage taking place after the expiration of a year, from the date of the law, and no illegitimate child born two years from the same date, should be ever entitled to parish assistance; and to give a more general knowledge, and to enforce it more effectually on the minds of the lower orders of the people, the clergymen of each parish should, previously to the solemnization of a marriage, read a short address to the parties, stating the strong obligations on every man to support his own children, &c. [Malthus on population.] Mr. Malthus's plan is ridiculous and detestable. [Quarterly Review, December, one thousand eight hundred and twelve.] We contend, that the poor laws are recommended by practical utility, and we would again repeat, that the claims of the indigent for relief, are sacred—sacred in the highest sense of that solemn word, for the blessings which the bounty of God vouchsafes to the more favoured, is not a mere gratuitous dispensation. Religion, or what some reformers will consider better authority, the instinctive feeling of mankind, in all ages and countries, proves, *that the relief of the poor is one of the first duties of the rich.* Indeed, we have seen with surprise, that while it has become a fashion to build palaces for persons convicted of crimes, in which each individual resides at a house rent of twenty or thirty pounds per annum, and a maintenance of at least as much more, paid by the public, a pittance is sometimes grudged to those that are poor, from no fault of their own, but through the unavoidable changes of fortune, and the infirmities of our common nature. [Quarterly Review of July, one thousand eight hundred and twenty-three.] Manufactures and commerce, are the true parents of our national poor. [Sir Morton Eden on Pauperism.]

A manufacturing poor is easily instigated to revolt. They have no local attachments, and the moral feeling, which, in the peasant, is only blunted, and is in these men debauched. If the manufacturing system is extended the number, the misery, and depravity of the poor must inevitably increase. It will be well for England if her cities shall decrease, and her villages multiply and grow, &c. [Espriella's Letters.]

The number of families in Great Britain, [in one thousand eight hundred and twelve] was two millions five hundred and forty-four thousand, of which are engaged in agriculture, eight hundred and ninety-six thousand families; in trade, manufactures and handicraft occupations, one million one hundred and twenty-nine thousand; all others, five hundred and nineteen thousand. Total, two millions five hundred and forty-four thousand [Returns of population in Great Britain.]

The best means of alleviating the condition of the poor, would be for great landholders, instead of adding estate to estate, till they can count whole districts, and almost whole counties, within their domains, to apply the capital which is thus directed to bringing their lands in the high-

est state of cultivation of which they are capable. How many marshes may be drained, and heaths rendered productive, &c. and how many would find employment, that are now idle and poor, &c. [Quarterly Review, of one thousand eight hundred and twelve.]

All poor destitute widowers and widows, the fatherless and childless, the helpless and infirm, shall receive sufficient maintenance from the magistrates of their native city of district, whenever they have neither relations or connections, upon whom they can depend for their support. ["*Ta Tsing Len Lee*," being the fundamental laws of China, &c. by Sir George Thomas Staunton, in one thousand eight hundred and ten, page 93.]

One great source of beggars arises from the practice, which for its apparent inhumanity, cannot be too much reprobated, viz. of *farming out the poor*. The parishes trust their poor to persons who get rich by *taking care of the poor*, and who can have no other view than making a profit out of them. The practice of farming out human beings like so many cattle, to mercenary contractors, is *inhuman*, &c. [Minutes of the evidence taken before a committee of the house of commons, to enquire into the state of mendicity, &c. in one thousand eight hundred and fifteen, with the statement of Sir John Anstruther, Robert Gordon, &c. and others.]

The people of Edinburgh, have cleared that large city, of beggars, by finding them lodging and employment, not indiscriminately dealt out, but suited to the merits of each individual case. The *lottery* is a great cause of mendicity; the love of gambling is as old as mendicity itself; and the cause of it must be sought in human nature, *Female prostitution, and the use of spirituous liquors*, are two great sources of mendicity. [The preceding report, &c.]

Street beggars can only be eradicated, by a penitentiary system, like the great *Hospicio*, or general work-house at Cadiz; where spinning wheels, carding engines, looms, stocking frames, for the women, and working benches, with tools, for carpenters, joiners, turners, tailors, shoe-makers, &c. are provided, &c.—[Rev. Henry Budd's remarks.]

The national debt, (of Great Britain] with all its magnitude of terror, is of little moment, when compared with the increase of the poor-rates; yet it is a melancholy truth, that the poor of England are not properly fed. It is an axiom, that no plan for ameliorating the condition of the poor, will be of any avail, unless the foundation be laid in the amelioration of their *moral* and *religious character;* education must be disseminated, or our labor is lost. [Sir Thomas Bernard's remarks.]

The establishment of schools, hospitals, alms-houses, and Eleemosynary societies, of various descriptions, in London, will be found to exceed in number, and in extent, the charitable institutions of any other city in Europe, not to mention that the history of the world affords nothing similar to the provision which the legislature has made, for the poor in England. Of these institutions, the five Royal Hospitals, as they are called, (St. Bartholemew's, Bedlam, Bridewell, Christ's hospital and St.

Thomas') were originally endowed from the church and convent lands; the rest are all Protestant foundations; more than thirty thousand patients are annually admitted into the London hospitals. Fifteen thousand children receive the benefit of gratuitous education, thirteen thousand are supported in endowed alms-houses. The society for bettering the condition, and encreasing the comforts of the poor, originated twenty years since, with the Bishop of Durham, Mr. Wilberforce, Sir Thomas Bernard, and the honorable James Elliott, &c. [Quarterly Review, April, one thousand eight hundred and sixteen.]

This colony was early separated from the mother country, and grew up into the wealth and importance, under the influence of English laws and education; but we have no cause to blush for any part of our original descent; and least of all, for our dutch ancestry, [G. C. Verplank's discourse before the New-York Historical Society, in the year one thousand eight hundred and eighteen.] It is but too obvious, how much the poor are imposed upon, by petty *shop-keepers*, in the necessaries which they are enabled to purchase. The *quality* of the goods is not the best; the *price* is extravagantly high, and the quantity is reduced by deceitful weights, and a scanty measure. [Dr. Glass.]

In a parish in Wiltshire, one hundred and forty poor-persons, were permitted to cultivate, each family, a portion of land, and the consequence was, that the poor-rates were, in three years, reduced from £212 16*s.* 0*d.* to £12 8*s.* 0*d.* [Quarterly Review, April, 1816.]

The great defect of the plans, for the management of the poor, seem to be that they do not propose to operate as on free and rational agents; and on religious and accountable creatures, but as upon works of art and mere mechanism. [Sir Thomas Bernard.]

There are from one hundred and twenty, to one hundred and thirty thousand children in the city of London, without the means of education; three or four thousand, of whom are let by their parents to beggars, or are employed in pilfering. A system of parochial schools, would greatly mitigate one of the great sources of pauperism, &c. [Report to parliament, &c.]

Productive laborers, in Great-Britain, by whose exertions, a new property is created every year.

	Families.	Persons.	Income.
Agriculture, mines, &c.	1,302,151	6,129,142	£107,246,795
Foreign commerce, shipping, trade, manufactories, fisheries.	1,506,774	7,071,989	183,908,352
Fine arts.	5,000	25,000	1,400,000
Total,	2,813,925	13,226,131	£292,555,147

Unproductive laborers, or whose exertions do not create any new property.

	Families.	Persons.	Income.
Royalty, nobility, and gentry.	47,434	416,835	£58,923,590
State and revenue, army and navy, half pay, and pensioners.	152,000	1,056,000	34,036,280
Clergy, law, physics.	56,000	281,500	17,580,000
Universities, schools, miscellaneous.	45,319	567,937	17,555,355
Paupers.	387,100	1,548,400	9,871,000
Total,	687,856	3,870,672	137,966,225

The conclusion is, that about three fourths of the population are productive laborers, and divide somewhat more than one-half of the gains among themselves; that the other fourth-part of the community are unproductive laborers, and that this class consumes nearly the other half of the annual produce. More than half a million of people, are paupers in England; who are now in the vigor of life, and whose labor might produce ten millions sterling annually. [Colquhoun's treatise on the wealth, power and resources of the British empire, &c. published in 1814.] Wherever the surface is covered with the most abundant crops, and the finest verdure, there generally is to be found the greatest proportion of indigence. [Colquhoun's treatise, &c.] No person shall be removed, as a pauper, from one place to another, by virtue of any order of justices, &c. [Mr. Scarlett's proposed bill in the house of Commons, for amending the poor-laws, 1821.] We aver that this system (of poor-laws) ought to be entirely abolished. [Edinburgh Review, February; 1818.]

The expense of supporting the poor, in certain Scotch parishes, where there are no poor-rates, contrasted with certain English parishes, subject to poor-rates.

SCOTCH.

Parish.	*County.*	*Population.*	*Total yearly fund.*
Fraserburgh,	Aberdeen,	2,271	£100 00 0
New Deer,	do	3,100	86 10 0
Lonmay,	do	1,627	25 00 0
Dunoon,	Argyle,	2,130	46 00 0
Jura,	do	1,157	6 00 0
Redgorton,	Perth	2,216	99 00 0
Bathgate,	Linlithgow,	2,919	124 00 0
Reay,	Sutherland,	2,317	13 00 0
Farr,	do	2,408	18 17 0
Assint,	do	2,479	5 00 0

	English.	*Poor Rates.*
Barrow-upon-Soar,	1143	£1868,17 0
Belgrave,	645	803,7 4¼
Countesthorpe,	623	901,7 0
Lileby,	1200	1764 00
Hathira,	1160	1015 00
Blaby,	794	1391 5 6

[Edinburgh Review, February one thousand eight hundred and eighteen.]

Let the moral sense be awakened, and a moral influence be established in the minds of the improvident, the unfortunate, and the depraved; let them be approached with kindness, and an ingenuous concern for their welfare; inspire them with self respect, and encourage their industry and economy; in short, enlighten their minds, and teach them to take care of themselves. These are the methods of doing them real and permanent good, and relieving the community from the pecuniary exactions, the

multiplied embarrassments, and threatening dangers of which they are the authors. [First annual report of the Society for the prevention of pauperism in the city of New-York, in 1818.]

The evil lies deep in the foundation of our social and moral institutions, and we cannot but consider it as one of the most obscure and perplexing, and at the same time interesting, and imposing departments of political economy. [Same report.]

Causes of pauperism—1. Ignorance. 2. Idleness. 3. Intemperance and drinking. 4 The want of economy. 5. Imprudent and hasty marriages. 6. Lotteries. 7. Pawnbroker. 8. Houses of ill fame. 9. Gambling houses; and 10th, the numerous charitable institutions of the city (New-York.) Some of the remedies suggested are, 1st. a division of the city, into small districts, each district to have two or three visitors to visit the indigent, &c. 2 The promotion of savings bank benefit societies, life insurances, &c. 3d. To prevent the access of paupers who have not gained a settlement. 4. To procure an entire prohibition of street beggars. 5. To aid in giving employment to those who cannot procure it by establishing houses of employment, or by supplying materials for domestic labor. 6. To open places of public worship in the outer wards. 7. To promote Sunday schools. 8. To devise a plan by which all spontaneous charities may flow into one channel. 9. To procure the abolition of the great number of shops in which spirituous liquors are sold by license.

There are sixteen hundred retailers of liquor in the city of New-York, who sell upon an average, $2 50 per day; making the aggregate for a year, one million four hundred and fifty thousand dollars. [Same report.]

There are twenty-one thousand children in the city of New-York, competent to receive instruction, of which number 12,700 are supposed to be receiving regularly instruction; and there are more than 8,000 destitute of any superintending care to instruct them in the simplest rudiments of education; of 25,000 families in that city, it is computed that 15,000, (including a population of 75,000 souls) do not attend any place of public worship. The number of paupers in New-York, estimated at 8,000. Present sources of pauperism, 1: emigrations from foreign countries; 2. Emigration from other countries and other states; 3. Intemperance; 4. Law suits in our criminal court. [*Note*—With great propriety and truth it may be added, that petty-law suits before *justices courts throughout the state,* and which are almost always tried in taverns, increase intemperance, dissipation and idleness, to say nothing of the injury they produce in other respects to the morals of the people. A petty law-suit in a country village, not unfrequently brings together a collection of people having no concern in the suit, who spend their money, and their time unprofitably—The levity too, with which *oaths* are taken, relaxes the morals, and not unfrequently leads to perjury. If there ever was a system which required the corrective hand of the legislature, it is our *justices' court system.* Pauperism, and vice, in their worst forms have grown out of this system.] 5. Defects of the penitentiary system. 6.

Gambling-houses. 7. Want of cleanliness. 8. Disregard of religion. 9. Ignorance. From 1st March, 1818, to 1st November, 1819, there were 35,560 passengers arrived in New York, 18,930 of whom were foreigners. The laws regulating the duty of foreigners arriving in New-York, to report themselves, are wretchedly defective. "*Foreigners* who are poor, and "arriving in New-York, are not our paupers; they come from the four "quarters of the world, and are brought here by the four winds of "heaven. New-York is the resting place, and like another Constantinople, "in the days of the crusades, is liable to be devoured by swarms of people, "with whom she has no alliance either local or moral, and who only make "her a place of residence, and convenience, until they find it their pleasure "to seek the interior. Where is this evil to stop, and who can compass "its magnitude? An hundred thousand may land in a single year, and yet "the single city of New-York, at least during the inclement season of the "year, be forced to shelter, clothe and sustain them—These paupers belong "to the state and to the nation."

Great Britain exhibits a proportion of 181 inhabitants to each square mile, while the United States, but 3. [This must be understood of the *whole territory* included in the different states, and territories belonging to the union, as Seybert makes the average population of 14½ to the square mile. See *Post.*] [Second annual report of the same society, 1819.]

It has been estimated by sound proficients in statistics and political economy, that a square mile is capable of sustaining *three hundred human* beings, upon a general average, and should the United States contain a population of two hundred and fifty million, we should have but little over *one hundred people to a square mile.* [Seybert's statistics, and Melish's United States.] The principle which we have adopted from the English laws, that each town or city, or district, shall support its poor, is founded upon the supposition, that the place where a person has been long enough to have gained a legal settlement, has had the advantage of the labors of that individual, and of his contributions to the commonwealth, while he had health and strength, and that from thence arises a moral obligation to support him, when infirmity prevents his longer contributing to the public benefit. [See the remarks of the supervisor of Austerlitz, in Columbia county, on the *subject of settlements inter alia.*] This principle never can be justly applied to a very great portion of the poor with which we are burthened, &c. [Letter from the mayor of New-York, published by same society.]

The whole number of complaints for assaults and batteries, (in the city of New-York) during the year 1820, was 1061. The agricultural societies in Pennsylvania, and in some of the counties of this state, have held out strong inducements for abolishing the use of *ardent spirits.* They have offered premiums to the farmers who would secure the greatest crops of grain and hay without the use of spirituous liquors; and in many instances not a drop of ardent spirits has been used by the husbandmen on very extensive farms during the whole summer months.

The apprentices library (in New-York,) contains upwards of five thousand

volumes, (in 1821) and is rapidly increasing. The aggregate number of indictments and complaints, from January 1820, to January 1821, was 3032, (of which number, 1061, was for assault and batteries, as before mentioned.) The frequent granting of *pardons, has* contributed to the extension of pauperism.

[Fourth annual report of same society, in 1821.]

The whole number of emigrants who arrived in the city of New-York during the year 1817, was 7,634; and the whole number arriving at ten of the principal sea ports, during the same year, was 22,240. [Seyberts statistics of the United States.] The number arriving annually at this port (New-York) is generally greater than the whole number of emigrants arriving at every other port in the Union, Philadelphia only excepted. The managers recommend the practice of abstaining from giving money to beggars, who usually appropriate what they get to increase the profits and business of the dram seller. [Fourth annual report, &c. 1821.] The principle of a legal maintenance upon those who are willing to be maintained, forms, it is believed the root and germ of pauperism; and upon the strength of those demonstrations which have been made upon this subject, in Great Britain, and of the facts which have been witnessed here, the managers are convinced that no substantial change for the better can be wrought either in respect to the description of paupers, or the extent of pauperism among us, until the system of a public and legal provision for the poor, shall be *wholly done away*, or restricted to *involuntary paupers*, and a change effected in the opinions and practice of those who bestow, and those who receive the benefit of charity. Besides the hospitals, the public buildings for the poor have (in New-York) cost about a million of dollars; the annual public expenditure for their support has doubled in ten years and risen to about one hundred thousand dollars, while that of societies and individuals is estimated at 20 or 30,000 dollars more. In the winter season, relief is administered to one tenth or one twelfth of the whole number of inhabitants. There is an average of about 1,500 paupers in the alms-house, and three to four hundred delinquents in the city penitentiary, throughout the year. The managers are constrained to ascribe the evil to *the same cause*, in this city, as in England, namely *to the provision made for the relief and maintenance of the poor.* Pauperism has increased among us, in a ratio as great as was ever witnessed in this country. The alternative proposed, may appear extravagant, but it is believed that genuine humanity and benevolence to the poor themselves, would dictate the abolition of our pauper system. The number of retail shops for selling liquor is (in 1821) estimated at two thousand five hundred. The deposits in the *savings bank*, since July 1821, are $750,000. In this city it is extremely rare to find an industrious and virtuous person wanting the necessaries or comforts of life. Notwithstanding the belief that the total abolition of our pauper system, would be ultimately best, the managers are persuaded that *a house of industry* might be advantageously established, *and is in the present circumstances highly to be recommended.* [Fifth annual report of the same society in 1821.]

One dollar is more effectually bestowed in preventing pauperism, than ten in relieving it. Of the 14,000 children educated at the free school society (in New-York) but *one instance* has been known of an arraignment at a criminal bar. *All the attention, therefore paid to educate the children of the poor, by free schools, Sunday schools and other similar means, are so many moral engines at work for the extirpation of crime and pauperism.* The *stepping mill* is highly recommended for vagrant, street beggars, and criminals. If it were a matter of public notoriety that every able-bodied beggar, prowling about our streets, would be taken up by the public authorities, and put to work for a certain number of days on the *stepping mill*, non-resident paupers would not dare to visit us; and but few of our own would be found in the streets. [Sixth annual report of the same society, 1823.]

Population when unchecked, goes on doubling every 25 years, or increases in a *geometrical* ratio, while food encreases only in an *arithmetical* ratio. [Matthus on population.] This is in reality the first of his (Mr. Matthus') fallacies, the fundamental sophism of his book. [Quarterly Review, 1812.] The globe can maintain *twenty times its present number of inhabitants*, and with greater plenty and happiness, than is enjoyed by its present number. Between the years 1630, and 1640; not less than 21,200 British subjects, passed from Great Britain to New-England only. [Godwin's answer to Malthus.]

Nearly the whole of the population of New-England are descendants of the Puritans. [North American Review, Oct. 1822.]

Between the years 1812 and 1821, there emigrated to the United States from

Ireland,	30,653
England,	33,608
Scotland,	4,727
Total,	68,988

[Official return to the House of Commons of Great-Britain.]

Foreigners in the United States, not naturalized, 53,655. Census of the United States, of 1820.] The number naturalized, are computed to exceed 160,000.

In order to prevent the temptation to commit crimes, schools and other seminaries of moral and religious instruction ought to be established. *Provision made for the unfortunate, and employment given to the idle.* [North American Review of April, 1820.]

The people of the United States are better clothed and fed than the people of any other country in the world. The great mass of them is agricultural. [Seybert's statistical annals of the United States.]

In England the great mass of the manufacturing populace live as the phrase is, *from hand to mouth*, and make no provision for to-morrow, being utterly improvident, because their moral and religious education has been utterly neglected. [Quarterly Review, 1812.]

The laboring classes have a natural tendency to encrease faster than the higher ranks. Celibacy is much less frequent among them; they are more

prolific, and except among the miserably poor in cities, a large proportion of their children is reared. If the duty of providing for this encrease be neglected, it is danger and ultimate destruction. *But if these duties be performed, population then becomes security, power, glory and dominion.* [Dr. Jarroll's dissertation *on Man.*]

From the returns of 1815, the number of persons to each dwelling-house in Pennsylvania was a fraction, more than 8. And in the state of New-York, there were about *nine* persons to every house. The strength and wealth of nations, are founded on the *number and industry of the people*, and the increase of population in the United States, has exceeded that of any other country. From 1801 to 1811, the inhabitants of Great Britain acquired a population of 14 per centum; and of the United States, 36 09 per centum. In Great-Britain, the population does not double in less than eighty years; in the United States it doubles in twenty-two years, and $\frac{61}{100}$ of a year. In the years 1803, the number of inhabitants in each square mile, was estimated as follows:

In Holland,	275
France,	174
England and Wales,	169
Spain,	74
Portugal,	67
Scotland,	57
Sweden,	14
*United States of America, generally,	14½

[*Seybert, it is presumed, refers to the territory comprehended within the bounds of the original 13 states, and not to the territory acquired since.]

By a computation from the census of 1820, it may be stated that the number of inhabitants on each square mile in the state of New-York, at the present period (1823) is not less than *thirty-six.* The state of New-York contains about 28,000,000 of acres, or nearly 44,000 square miles. [Seybert's statistical annals.]

From the best records and estimates, at present attainable, the emigrants who arrived in the United States, for the preceding ten years, (from 1806) did not average per annum, more than 4,000. [Blodget's statistical manual.]

Arrivals of passengers into the United States, during the year 1817, in ten of the principal sea ports.

From Great Britain and Ireland,	11,977
Germany and Holland,	4,169
France,	1,245
Italy,	58
British possessions in North America,	2,901
West Indies,	1,569
All other foreign countries,	321
Total,	22,240

[Seybert's statistical annals.]

According to the estimate of a committee of the house of commons of Great Britain, the annual expense of the *pauper system* in England is equal to 35,555,555 dollars and fifty-five cents, (it is said now to exceed fifty millions.) It has increased *nine fold*, since the middle of the last century. It amounts with the land tax and tythes, in many parishes, to a disherison of the property of the land holders, and shews *one ninth* part of a numerous nation existing as paupers, vagabonds, idlers and criminal offenders, at the expense of *one third* of the remaining population. It is now the general belief among intelligent and reflecting men in Europe, that the poor-laws of Great Britain have an influence to relax morals, destroy all anxiety for a livelihood, extinguish ambition, unnerve the arm of industry, produce intemperance, and preclude the increase of population. [Second annual report of the society in New-York, for the prevention of pauperism, in 1819.]

By the last population returns in 1821, the principal places in Great Britain, appear as follows:

	SOULS.		SOULS.
London,	1,225,694	New Castle,	46,948
Glasgow,	147,043	Aberdeen,	44,796
Edinburgh,	138,235	Hull with Sculcvates,	39,040
Manchester and Salford,	133,788	Bath,	36,811
Liverpool,	118,972	Norwich,	50,288
Birmingham,	106,722	Plymouth,	61,212
Dublin,	186,276	Portsmouth and Gosport,	51,832
Cork,	100,535	Sheffield,	42,157
Limerick,	66,042	Nottingham,	40,415
Bristol,	97,779	Dundee,	30,475
Leeds,	83,796		

[It is matter of curious enquiry, to trace the increase of population in some of these and other cities and towns in Great Britain. By a census taken in the year 1377, when an enumeration was made on account of a poll tax,

	SOULS.		SOULS.
London had	35,000	Sarum, [Wiltshire,]	5,000
Norwich,	6,000	Gloucester,	3,000
Oxford,	3,500	Beverly,	4,000
Colchester,	4,500	Plymouth,	7,000
York,	11,000	Lynn,	5,000
Lincoln,	5,000	Shrewsbury,	3,000
Bury, [Suffolk,]	3,500	New Castle on Tyne,	4,000
Canterbury,	4,500	Coventry,	7,000
Bristol,	9,000	Leicester,	3,000

[The total population of England was then 2,300,000 of souls.]

In several towns in Germany, there are *breweries of beer* established upon a small scale, for the use of the peasantry, &c., and it is stated that this healthful beverage has driven ardent spirits almost entirely out of use, besides improving the state of agriculture, &c.

About 10,000 families, composed chiefly of persons who had not the means of obtaining sufficient food to support nature, consisting of 50,000 men, women and children, were relieved (according to Colquhoun in his treatise on the police of London) by the daily distribution of soups at Spitalfields, Clerkenwell, St. George's fields, and Westminster, during the winter of 1799, at an expense to the subscribers, not exceeding one guinea, for every 504 meals of rich nourishing soup, which those poor people received. But this is not the only advantage which attend those institutions, since there is every reason to believe, that while the poor are thus frugally fed, they are taught, by example, and by circulating among them friendly advices, what they never knew before, *the means of making a little go far*, by introducing the same beneficial mode of dressing food in their own houses. Colquhoun gives the following estimate of voluntary contributions, for bettering the condition of human life, (in London) under the afflicting circumstances of indigence and disease, viz:—

	£. *(sterling.)*
1. Asylum for the relief of objects of charity and humanity,	30,000
2. Asylums, and hospitals for the sick, lame and diseased,	50,000
3. Institutions for benevolent, charitable and humane purposes,	205,000
4. Private charities,	150,000
5. Charity schools for educating the poor,	10,000
	445,000
Add the yearly assessments for support of the poor in London,	255,000
Add the endowed establishments,	150,000
Total, (yearly)	£850,000

Colquhoun classifies the poor, as follows:

1. The *useful poor*, or those able and willing to work.
2. The *vagrant poor*, or those able, but not willing to work.
3. The *indigent poor*, or those, who from want of employment, sickness, losses, insanity, or disease, are unable to maintain themselves.
4. The *aged and infirm*, or those who are past labor, and have no means of support.
5. The *infant poor*, or those who from extreme indigence, or the death of parents are cast upon the public, for nurture.

He quotes Lord Hale, with approbation; who says, "The want of a due "provision for the education and relief of the poor, *in the way of industry*, "is what fills the gaols with malefactors; the country with idle and un- "profitable persons, that consume the stock of the kingdom, without im- "proving it, &c."—Colquhoun recommended the adoption of the following plan in the British metropolis.

1. Commissioners to be appointed for enquiring into the cases and causes of the distress of the poor in the metropolis, and who are to have in in charge, the relief and management of the whole of the *casual* poor; and,
2. To provide *work-houses* in various central and convenient situations, in the metropolis, where persons destitute of employment, may receive a temporary subsistence, for labor; and also,
3. To give temporary relief to prop up sinking families; to bind out the children of the poor; to compel mendicants, and idle, destitute boys and girls to appear before the said commissioners, &c.

He also states, that there are 1,043 peace officers in London, and 2,044 watchmen; that from 2,500, to 3,000 persons are annually committed for trial by the magistrates; that there are in London, 8,000 streets, lanes, allies, courts and squares; 400 churches, and 4,000 seminaries for education.

Ratio of population in Europe, (according to Lowe, on "The present state of England, in regard to agriculture, trade and finance.)

	Inhabitants per square mile.		Inhabitants per square mile.
East Flanders,	554	The Austrian dominions,	112
West Flanders,	420	The Prussian dominions,	100
Holland, (province of)	362	Denmark,	73
Ireland,	237	Poland,	60
England, distinct from Wales,	232	Spain,	58
Austrian Italy, viz. the Milanese and Venitian states,	219	Turkey in Europe, conjectural)	50
The Netherlands, viz. the Dutch and Belgic provinces collectively,	214	Sweden, distinct from Norway and Lapland,)	25
Italy,	179	Russia in Europe,	23
France,	150	Norway,	6
Sardinia,	57	Scotland,	30
Hanover,	90	Portugal,	90
Sicily,	132	Switzerland,	91
		Wales,	96

and Europe collectively contains 58, to every square mile. (Pages 214, 232.)

Origin of the poor-laws in England.—The origin of those laws, is to be traced to two causes. The call at the time of the reformation for a provision for the poor, when deprived of charitable aid from the monasteries; and the enhancement both progressive and rapid, which took place in provisions during the sixteenth century. These led to various enactments in favor of the poor, which were definitively consolidated in the act of 1601. These laws have not fulfilled the purposes, for which they were framed, and of this, a striking proof is given, not only in this country, [England] but in the New-England states, and in the state of New-York: and these

are happily, the only foreign countries, in which our example has been imitated. On the continent of Europe, the public institutions afford protection only against infirmity and extreme penury. Even Holland, so long noted for its hospitals and charities, has not a poor rate, on the comprehensive plan of England. The *work-house plan*, originally adopted more than a century ago, received a great extension from an act passed in 1782, commonly called Gilbert's act. The course pursued in Scotland, with regard to their poor, is charged with a degree of indifference to their sufferings in dear seasons. So also on the continent of Europe. Hence a reluctance on the part of many benevolent minds to relinquish our poor law system, defective as it is, or to forego the hope of solving that most interesting problem, the means of lessening to them the difficulty of rearing a family. [Lowe on the poor-law system of England.]

Under its misplaced and officious care, [the pauper system] the poor man has ceased to care for himself, and relatives have ceased to care for each other; and thus the best arrangement of nature and providence for the moral discipline of society, have been most grievously frustrated. Life is no longer a school, where by the fear and foresight of want, man might be chastened into sobriety; or where he might be touched into sympathy by that helplessness of kinsfolk and neighbors, which, but for the thwarting interference of the law, he would have spontaneously provided for. The man stands released from the office of being his own protector, or the protector of his own household; and this has rifled him of all those virtues which are best fitted to guard and dignify his condition; that pauperism, the object of which was to emancipate him from distress, has failed in this, and only emancipated him from duty. An utter recklessness of habit, with the profligacy and the mutual abandonment of parents and children, to which it leads, threatens a speedy dissolution to the social and domestic economy of England; and instead of working any kindly amalgamation between the higher and lower classes of the land, the whole effect of the system is to create a tremendous chasm between them, across which the two parties look to each other, with all the fierceness and suspicion of natural enemies—the former, feeling as if preyed upon by a rapacity that is altogether interminable; the latter, feeling as if stinted of their rights by men, whose hands nothing but legal necessity will unlock, and whose hearts are devoid of tenderness."

The advertisements which daily meet our eye of runaway husbands or abandoned children, and those cases of aged parents, who have been consigned by their own offspring to the cheerless atmosphere of a poor house, mark not the genuine developments of nature in England, but those cruel deviations from it, to which its mistaken policy has given rise. There can be no doubt, that after this policy is reversed, nature will recover its supremacy. Those affections which guarantee a mutual aid in behalf of kinsfolk in every country of Europe, will again flow here in their wonted currency. The spectacle of venerable grandsires at the fireside of our cottage families, will become as frequent and familiar in this as in other

lands, and a man's own children will be to him the best pledges, that the evening of his days shall be spent under a roof of kindlier protection, than any prison house charity can afford. Let pauperism be done away, and it will be nobly followed up by a resurrection of the domestic virtues. The national crime will disappear with the national temptation, and England, when delivered therefrom, will prove herself to be as tender and true to nature, as any other member of the great human family. [The Christian and Civic Economy of large towns, by Thomas Chalmers, D.D.]

Far from finding the minds of either thinking or practical men, of either economists or farmers, at rest on the subject, we never enter a vestry without discovering so many facts which go to corroborate the statements of Dr. Chalmers, as absolutely to force attention to the topics to which he so powerfully invites us, and to set the minds of all men, from the wielders of the pen to the brandishers of the pitchfork, to work on the expedients by which our poor are to be protected against the baneful influence of the laws framed professedly for their benefit.

The author begins by stating, that it is by no means the heavy expense attached to English pauperism, which he regards as the main evil of the system. Six millions of poor rates, though a heavy burthen in the present state of the country, and especially of the farmers, would not, he thinks, be too high a price to pay for the increased comfort and improvement of the population of England, if that object were really attained by it. The great mischiefs of the system is, that it has in fact lessened their comfort, and degraded their character.

The author goes on to contend, that all this is not the work of nature, but mainly the law of pauperism; and therefore, that if the law be abrogated, after a due time the mischief will of itself vanish. The evil is like some bodily disease, generated and maintained by some particular habit of the patient. Let the habit be abandoned, and the *vis medicatrix naturæ* will of itself do much toward the restoration of the patient. What he justly enquires, are the peculiarities in the mental constitution of Englishmen, which should prevent the development and free and powerful action of those principles of self-subsistence, independent of eleemosynary aid, which are so deeply grafted in human nature.

In the first place, he asks, what malignant charm is there in the air or geography of this country, which may be supposed to have enervated the principle of self-preservation?

In the next place, Dr. Chalmers contends, and most reasonably, that the law of relative affection, would, in a natural state of things, "be just of as powerful operation in England, as in any other country of the world." How pleasing is the picture which he presents of the state which society would assume, when the pressure of pauperism being removed, the spring of the natural affections of the human heart would have free scope to act.

Nothing, then, as Dr. Chalmers states, can be more obviously true than the two following propositions: First, that England has not, by her poor laws, embraced the whole field of human wretchedness; and secondly,

that had the poor laws done less, the principles of self-preservation, sympathy and benevolence, would have done much more; whence, it follows, as an undeniable consequence, that the present system is guilty of the double offence, first, of not doing its own work, and secondly, of tying up and crippling the hands of more powerful principles and agents.

But it is obvious, that a mere numerical statement of this kind, affords us no accurate estimate of the real reduction of the poor's rate. To pass over other particulars, it is necessary, in judging of the proportional amount of poor's rate at any two periods, to consider the general value of money and rate of rent. It is obvious, that if, while the poor's rate has sunk one half, the value of rent has also sunk a half, the pressure of this tax has obviously not diminished. The proportion of land is not relieved, if instead of paying two shillings when receiving a rent of twenty shillings, he now pays a rate of one shilling upon ten shillings; and that this is the case in many parishes, is notorious. If to this circumstance be added the greatly reduced price of provisions to the poor, we believe that a diminution of the poor's rate will be found to be nominal rather than real. In the parish where we are now writing, and in which the affairs of the poor have been and continue to be administered with more than ordinary care, the rate is at this moment considerably larger, in proportion to the price of corn, than it was in 1817 and 1818, the two years generally of largest expenditure.

It is impossible, therefore, not to believe, that the diminution of the poor's rate, at least in many parishes, is more in appearance than in reality. But admitting to the full the benefits to be derived, in many instances, from a permanent overseer and a select vestry, yet let it be considered to how small an extent parishes have availed themselves of the important act of Mr. Sturges Bourne, which has put in their power to adopt this improvement. It is a curious fact, that though this act, passed in 1819, and though in 1820, 2000 parishes had constituted select vestries, in 1821, the addition to the number was only 139; and it does not appear clearly, that any new permanent overseers were created in that year. Into some parishes it has been found impossible to introduce them at all. In others, they have, after trial, been laid aside. In others, the appointment of a permanent overseer, it has been found, would throw the clergy, and other householders, so much into the hands of some overgrown proprietor, that the introduction would be far from desirable. In other cases, though the vestry and overseer have been appointed, and the new functionary has walked his rounds, and made his inspection with the utmost vigilance, little good has been accomplished. In some places, though a considerable stimulus was communicated for a time, it soon subsided. A slight reduction of the rate, or a detection of few impostures, or a temporary increase of employment, has quelled the rising fears of the farmers, or satisfied the love of novelty in the speculators, and either the new apparatus has been broken to pieces, or suffered to rest in total inaction.

Facts and reasonings such as these have conducted Dr. Chalmers, as well

as ourselves, to the conclusion, that little is to be hoped for, from the improved administration of the present system; and that we must take refuge in measures for its actual abolition. To the detail of the plan which the author recommends, he proceeds in the second of his essays. Before however, he passes to this subject, he takes an opportunity in the concluding pages of the first essay of reiterating the statement which even now some of the enemies of his system refuse to discover in his pages, that, although he himself should not tremble for the consequences of immediately depriving the present population of the poor-rate, he recommends no such plan; that on the contrary, his system is erected on the principle that the present paupers are to be left in quiet possession of all their present privileges, be they good or bad; and that the new provisions shall extend only to those who would hereafter, upon the present system become entitled to parochial relief.

One of the first observations that meet us in the second of these papers, "on the parliamentary means for the abolition of pauperism in England" respects the importance of so constituting any act on the subject of pauperism, that it should not be compulsory, but persuasive, not general, but partial; not precipitate, but gradual in all its movements and changes. In these observations, we suppose that even the adversaries of the author will agree with him.

The first improvement proposed by the author is to take from the justices' the power of ordering relief to the pauper. In those parishes where a select vestry exists, their power is to a considerable degree destroyed, and it is our firm conviction, that the utter extinction of it is not less desirable, for the benefit of the poor, than for that of the landed proprietors. Its actual influence is most pernicious. It is true, indeed, that a certain number of magistrates, taking the same view of the act of Elizabeth, which was taken by the committee on the poor-laws in the house of commons, refuse to order relief, except in the case of the impotent poor. But in other instances, the conduct of the magistrates has betrayed ignorance, at least of the real interests of the poor. We could point to a particular hundred in Middlesex, where, during the last winter, when the price of labor in a parish for the unmarried men was ten shillings a week; the magistracy ordered the parish to employ all the unemployed persons of that description at twelve shillings a week; and thus at a stroke, threatened to transform a whole parish of free laborers into a parish of paupers; nor are instances of similar injudiciousness rare.

It is certain, however, that possibly for want of this more extended examination, Dr. Chalmers' views have not obtained the general concurrence that might be expected. And a respectable and influential review in a recent paper especially directed to the speech of Dr. Chalmers, before the general assembly has passed sentence on his system, in a tone, which if re-echoed by the public voice, must defeat all hopes of its adoption in this country. It is but justice however, to Dr. Chalmers, to allow his argument, and that of the anonymous reviewer, a fair meeting, and

this we shall be happy to do, in the concluding pages of this article. The reviewer sets out with the assumption, that "reflection and experience have produced a general conviction, that the principles of the poor-law of Elizabeth, are consistent with the sound policy of that important reign, and cannot in the present state of things, be safely departed from." To a statement similar to this, we have already referred; and so different is our own conviction from that of the critic, as to the state of public opinion on this point, that we are inclined to believe, if a poll were taken throughout the counties in England, on the question, whether the law of Elizabeth as now interpreted, ought or ought not to be "departed from" a majority of at least ten to one, would be found in favor of Dr. Chalmers' opinion. We say as now interpreted, and taking for the interpreters, the great bulk of the magistrates throughout the kingdom.

Many might consent even to a compulsory provision for individuals in such circumstances, who are yet more resolutely opposed to the present system as now administered; a system under which men drunk perhaps one half of the week, may be authorised by the justices, to require work or sustenance from the parish, during the other half, we venture to affirm with the confidence which experience communicates, that the great mass of applicants at the vestry of a country parish, under ordinary circumstances, are individuals, whose idleness or dissoluteness, indisposes every landed proprietor in the parish, to employ them; and yet will magistrates under the authority of Queen Elizabeth, without a moments hesitation, often order the parish, however burdened with high rents, and distressed by low prices, to find work for these individuals, which they will never execute, and sustenance which they are the last persons to deserve. Such is the operation of the act of Elizabeth as now interpreted; and is it possible that such an act either has or can have, the approbation of any considerable number of men of large and comprehensive minds.

Dr. Chalmers argument on the subject of pauperism, may be reduced to two propositions. 1. That the rapid increase of pauperism in Glasgow, is to be attributed to a compulsory assessment; And 2. That there is no difficulty whatever in meeting the demands of human want, on the strength of such gratuitous means, as may be drawn from the local territory within which it is situated.

It appears, from a careful induction of cases in several of the Scotch counties, that the average sum expended on the poor in the year 1820 and 1821, was about 40 pounds to each thousand individuals; whereas in England at the same time, it was full 1,000 pounds, and more commonly 1,500 pounds, for the same number of individuals. This fact also, is equally unquestionable, that the increase of expenditure begins and grows with the institution, and extension of the rate. In many parishes of Roxburghshire, the expenditure has increased ten fold since the rate has been introduced. In the Barony one of the suburban parishes of Glasgow, the assessment since the rate has been established, has increased to five times its original amount, in seven years. And whereas in that parish, consist-

ing of 50,000 inhabitants, it cost 3,000 pounds to maintain the poor in the *Gorbals*, another suburban, and which is without an assessment, and has a population of 22,000 inhabitants, it cost only 400 pounds to maintain them. Can any facts be more decisive of the question than these, and yet our critic complains of the want of facts!

It is surely a flagrant violation of all propriety, to place on the same level, the wild and visionary schemes of Mr. Owen, which have no facts for their basis, with the reasonings of one of the most experimental writers of this or any other age. Among the ten thousand objections to the parallelogram economy of Mr. Owen, is this, that he proposes to try on the manners and morals of a people, the improvement hitherto untried, at least in a christian country, of education without the aid of christianity. We say "untried," for although the philosopher of New-Lanark would have it believed, that his success in that particular place, is a fact in support of his system, yet we must deny the truth of the statement.

The only argument which appears to us of much weight, as opposed to the reasonings of those who, in common with Dr. Chalmers, contend for the expediency of abolishing the compulsory system, is thus stated by the reviewer.—"The necessity of statute laws against sturdy beggars, testifies the necessity and expediency of the poor-laws. The act of the 14th Elizabeth, cap. 4., for the relief of the poor and impotent, begins thus: Whereas all parts of this realm be presently with rogues, vagabonds and sturdy beggars, exceedingly pestered, &c.; a clear admission that it was necessary to provide for the relief of the poor and impotent, before sturdy beggars, and the other lawless gangs of depredators could be effectually suppressed, we apprehend that with all Dr. Chalmers dislike of compulsory poor rates, he would be still less satisfied with the mode of levying compulsory contributions, which previously existed, and which would probably exist again, if our poor laws were repealed.

The act of Elizabeth could not mean, that every parish should provide work for all individuals of every other parish, who should apply to it for that purpose. But if not, as at present, the necessity of removals arises; the expense of which adds greatly to the amount required, for the actual relief of the beggar. And even with this vaunted act in our hands, what a mass of beggary remained untouched, and unrelieved, till the mendicity society taught the "sturdy beggar," that his sturdiness better prepare him for the tread mill, than for the easier offices of solicitation and imposture. The beggars by trade, (and their trade is usually one of the most flourishing in the empire) are swept from our streets, not by the poor laws, but by a body of gentlemen, who confided for the extirpation of this pest of society, not to the prodigal and indiscriminate relief of the worthless, but to the careful scrutiny of their claims, and the exposure of crime and imposture.

About the period when these complaints are loudest as to the state of mendicity, and sturdy beggary, in England, Fletcher, of Saltoun, gives a still more terrific picture of them, as they then existed in Scotland.

He describes the beggars as wandering about in petty armies, and subduing every civil force opposed to them. Now, the poor-laws, plainly, were not the instruments of dispersing this medicant army. It disappeared before the arms of a stronger police; the operation of better laws; the awakened benevolence of the higher orders of society; the lessons of a purer christianity; and above all, a well organized well administered system of christian, and almost universal education. It is impossible that beggary should long survive the influence of general instruction, and the determined resistance of the public, to those mischievous encroachments of feeling on conscience and judgment, which seduce us into the indiscriminate relief of those, whose opportunity is, for the most part, exactly proportioned to their worthlessness, and whose greatest want is, beyond all doubt, that of the wholesome discipline of close confinement, and a tread-mill.

In St. Mary's, within Carisle, the expenditure of the year 1819—20, was £3,039 19*s.* 6*d.*; and in 1821—22, £1,436 1*s.* 11*d.* Its select vestry was established in June, 1820. There must be a sum of, from two to three hundred pounds, deducted from other expenses than those of mere pauperism; but this rather increases the proportion of the saving on that head of expenditure. At all events, the reduction in two years, was considerably below the half of the cost for the poor in 1819—20. In Manchester, the whole expenditure of the money raised, in name of poor-rate, was, in 1816—17, £66,525 18*s.* 6*d.*; and in 1821—22, was £39,044 6*s.*; but of this latter sum, more than £15,000 was for other purposes, than those of pauperism, and should a similar deduction be made from the former sum; the expenditure for the poor alone, has been reduced more than one-half, in Manchester, in the space of five years. Mr. Marriot writes me, that in the township of Pilkinton, of the parish of Prestwick, near Manchester, the gross disbursements, under the poor-rates, were from five to six thousand pounds; they are now reduced to about twelve hundred. This is one of the most remarkable cases that we have met, of a great deduction having been effected, by a firm, yet mild and friendly, and on the whole popular administration.

In Stockport, the whole expenditures in 1816–17, was £11,377 12*s.* 1*d.*; and in 1821–22, it was £5446, 4*s.* 9*d.* and the cost for the poor house alone has been nearly reduced to one third. In Worcester, the reduction has been very great, as may be seen from the following statements: The highest sum paid by the Worcester house of industry to the out-poor, was, in February, 1817, when the weekly allowance was £83 11*s.* 4*d.* The lowest sum paid to the out-poor in November, in 1822, per week, was £20, 2*s.* making a reduction of one fourth in this department. And again, the amount of one week's maintenance for the poor, in May, 1817, was £54, 2*s.* 5*d.* and in November, 1822, was £12 16*s.* 8*d.* which is as great a reduction in this second department.

Mr. James Sherrin, the assistant overseer of the in-parish of St. Cuthbert, in Wells, writes that the poor rate there has declined in three years,

from £1820 to £900, and the expenditure from £1830 to 795; being considerably more than a half.

In Minchinhampton, the number of inmates was very soon reduced from sixty to twenty-eight, and that by unremitting exertions on the part of the overseer to get work out of doors for them. In the parish of St. Peter, West Cheap, London, the expenditure has been reduced from £478 19*s.* 4*d.* in 1818, to £161 10*s.* ¾*d.* in 1822.

In St. Vevast, which is now under the same excellent management of Mr. Twinch as the former, the rate has been reduced to 1*s.* 6*d.* to 9*d.* in the quarter. In 1815–16, the expenditure for the poor alone was £1022 1*s.* Mr. Twinch began to act as overseer the year thereafter, which was the one of heaviest expenditure all over England. Yet under him the cost of the poor was reduced to £790 12*s.* 6*d.*, and has since been gradually brought down to £566 16*s.* 10¼*d.* This is one of the small city parishes, and its population is only 398.

From the parish of Westham, Essex, Mr. Gurney writes, "that the rate in 1818, for one whole year, was 8*s.* in the pound, amounting to £11,846, at which our expenditure may be reckoned, or very nearly so; and that in the year 1821–22, the rate amounted to £5818, with our expenditure equal, and that the reduction is mainly due to strict and judicious management." P. 262, 264.

But even though the force of resistance from within, was kept up in the utmost possible intensity, yet we cannot imagine a state of things more injurious to the virtue and peace of the commonwealth. Even though the discipline of a work-house should at length be perfectly assimilated to the discipline of a gaol, we fear that like many other of the legal scare-crows which have been devised, its only reaction would be in working down the taste and character of the people to its own standard. In proportion as the law multiplied its severities, would pauperism acquire a stouter stomach for the digestion of them; and those regularities which at first might deter, will at length be got over, because of a now fiercer and hardier, and more resolute population. We have at all times exceedingly doubted the policy of those expedients which are meant to operate *in terrorem*, and have ever thought of them as most fearful hazardous experiments on the principle and feeling of the lower orders. They may repel some of those who are of a better and finer temperament, than their neighbors; but in by far the greater number of instances will they blunt the delicacies which are thus handled so rudely, and the very instrument which they thought to lay hold of for driving applicants away, will vanish before their grasp. After a temporary subsidence of pauperism from this cause, there will be a reflux of it in its old force and abundance; and worse than the heavy expenditure which it brings back, shall we behold throughout the country a deteriorated *morale*, the hard favored aspect of a more sullen and impracticable population.

"The following testimonies, however sound, as to the evils which arise from the interference of the justices, must be taken with allowance, in as

far as regards the personal worth and talent of an order of men, among whom are to be found many of the most exalted and estimable characters in our land. "First, the appeal to justices is a bad enactment. They are often weak men; men uniformed and knowing little or nothing of business. They do not feel the burden they impose, but on the contrary, a love of popularity and other passions often induce their determinations, and even when this is not the case, it is impossible they should know a pauper's real wants. His oath is received, the *onus refutandi* lies on the parish, who often submits to imposition rather than take the trouble and expense attending the necessary proof. I know the select vestry act, has put the power into other hands, still with an appeal to justices. This is wrong: Is it to be supposed ten or twenty respectable inhabitants in a parish all want humanity. If they do they have a character to sustain, and gross acts of oppression would soon find their way to the public ear. If then, the power was solely in a select vestry, it being made imperative on the clergy, and a competent number of respectable inhabitants to form that vestry, I am persuaded immense good would immediately be seen.

The statement respecting clerical magistrates, is perfectly correct. They universally favor paupers. I am thoroughly satisfied, that the interference of magistrates does much harm. It encourages the lazy, who are alway thrown out of employment, and most clamorous, and often puts the good and bad upon an equal footing. Overseers might no doubt sometimes be severe, and even unjust; but they are far the best judges of those immediately under their care; and parishes would not submit to any flagrant acts of injustice towards a pauper," pp. 317, 318. [Review of Chalmers' Christian and Civil Economy, by the Christian Observer, of October, 1823.]

NOTE.—There are many other valuable works on the subjects of *mendicity* and *pauperism;* but as it is feared that these extracts have already been extended too far, the following list of works, in the library of the New-York Society for the prevention of Pauperism, will close the report.

The state of the prisons in England and Wales, with some preliminary observations and accounts of some foreign prisons and hospitals. By John Howard, F. R. S. 4th ed. Lond. 4to 1792.

An account of the principal Lazarettos in Europe, with various pieces relative to the plague, together with further observations of some foreign prisons and hospitals, and additional remarks on the present state of those in Great Britain and Ireland. By the same. 2d ed. Lond. 4to 1792.

A treatise on the commerce and police of the river Thames, containing an historical view of the trade of the port of London, &c. By P. Colquhoun, L. L.D. Lond. 8vo. 1800.

Report of the committee of the house of commons, on the state of the police of the metropolis, with the minutes of evidence, and an appendix. Lond. 8vo. 1817.

An account of the rise, progress, and present state of the society for the discharge and relief of persons imprisoned for small debts, throughout England and Wales. By James Shield, Esq. treasurer, one of his Majesty's justices of the peace, for the county of Middlesex. Lond. 8vo. 1802.

Reports of the society on bettering the condition, and increasing the comforts of the poor. Vol. 1. 12mo. Lond. 1798.—Vol. 2. 8vo. Lond. 1803.—Vol. 3. 8vo. Lond. 1802.—Do. part 2d, 8vo. 1802.

The Basington school, being an illustration of the principles, practices, and effects of the new system of instruction, in particularising the religious and moral instruction of the poor. By Sir Thomas Barnard, Bart. Lond. 8vo. 1815.

Vol. of tracts, containing—1. Situation and relief of the poor. By Jeremy Bentham, Esq. Lond. 8vo.—2. Outline of a work, entitled Pauper Management Improved. By do.

Do.—1. Observations and facts, relative to public houses in the city of London, and environs. By P. Colquhoun, Esq. Lond. 8vo. 1794.—2. Do. on public houses, interesting to magistrates in every part of Great Britain, by do. Lond. 8vo.—3. Letters on the present state of the Jewish poor, in the metropolis. by do. 8vo. Lond. 1802.—4. The economy of an institution in Spital fields, London, for the purpose of supplying the poor with good meat soup, by do Lond. 8vo. 1799.—5. An account of meat and soup charity, established in the metropolis, in the year 1797, by do. Lond. 8vo. 1797.—6. Rules and orders, for the management and internal regulations of the house of correction, for the county of Middlesex, by do. Lond. 1802.

3d Vol. of Tracts.—1. A view of the hard labor bill, (an act of parliament,) by Jeremy Bentham. Lond. 8vo. 1778.—2. Letter to Lord Pelham, giving a practical view of the system of colonization in New South Wales, and the house penitentiary system, by Jeremy Bentham, Lond. 8vo. 1802.—3. Second letter to do. by do. Lond. 8vo.

Notes on a visit made to some of the prisons in Scotland, and the North of England, in company with Elizabeth Fry, by Joseph John Gurney. 2d Lond. ed. 12mo. 1819.

Thames police institutions, legislative and other regulations of the port of London. 12mo. 1819.

Vol. 4th of Tracts—1. Some account of the origin and plan of an association formed for the establishment of a house of recovery, or fever hospital, in the city of Dublin. Dublin, 12mo. 1801.—2. Information for cottagers, collected from the reports of the society for bettering the condition, and increasing the comforts of the poor. 12mo. Lond. 1800.—3. Information for overseers, collected as aforesaid. 12mo. Lond. 1799.—4. Extract from an account of what is doing to diminish the present scarcity, and to restore plenty in the country, (England.) 12mo. Lond. 1801.—5. Extracts from an account of the proposed institution to prevent the progress of the contagious fever, in the metropolis. 12mo.

Lond. 1801.—6. Hints for those who may be desirous of introducing the manufacture of split straw, in country towns, villages, schools, work-houses, &c. 12mo. Lond.—7. Extract from an account of cases of Typhus fever, in which the affusion of cold water has been applied in the London house of recovery, by W. P. Dunsdale, M. D. 12mo. Lond.—8. Extract from an account of the dreadful effects of dram-drinking, with directions for those who are desirous of returning to sobriety and health, by R. Wilan, M. D. 12mo. London.

A treatise on indigence, &c. by P. Colquhoun, L. L. D. 8vo. London, 1806.

Minutes of the evidence taken before the committee, (of the house of commons,) on the state of the police of the metropolis. 8vo. Lond. 1816.

Account of the proceedings of the house of industry in Dublin. Dublin, 1799.

Account of a society in West-street, Seven-dials, for the relief of their poor neighbors in distress. Lond. 1803.

Address to the public from the society for the suppression of vice, instituted in London, 1802. Lond. 1804.

Sermon preached before the society for the suppression of vice, by Richard Watson. Lond. 1804.

19th, 22d, 35th, 36th, 38th, 39th and 40th report of the society for bettering the condition and encreasing the comforts of the poor. Lond. 1803, 4, 14, 15, 16 and 17.

Constitution and proceedings of the society for the suppression of vice in the town of Bedford. 1815.

Second annual report and constitution of the New-York female assistant society for the relief and religious instruction of sick poor women and children. N. Y. 1815.

Sciences apercus des progress et de l'etat actual des sciences dans les Etats-Unis. N. Y. 1815, (extract.)

Third report of the association for the relief of the manufacturing and laboring poor. Lond. 1812.

Plan of the society for the promotion of industry, with the first report. New-York, 1816.

Report of the society for the support of the gospel among the poor, in the city New-York. 1816.

An address delivered to the inhabitants of New-Lanark, by Robert Owen. Lond. 1816.

Means of improving the condition of the poor in moral happiness considered, in a lecture to the minor institute, by Thomas Williams. Lond. 1816.

Address to the laboring classes of Britain, on the question of the equality in property and universal suffrage. Lond. 1817.

Address of the society for diffusing information on the subject of capital punishment and prison discipline. Lond. 1817.

The history of the London house of recovery. Lond. 1817.

Aritcles of association of the saving fund society. Phil. 1817.

Account of the proceedings of the association of the parish of St. James, Westminster. Lond. 1817.

Report of the library committeee of the Pennsylvania society for the promotion of public economy. Phil. 1817.

Suggestions for the employment of the poor of the metropolis, by H. B. Gascoigne. Lond. 1817.

Account of the management of the poor in Hamburgh, between the years 1788, and 1794, by Baron Von Vought. Lond. 1817.

On the causes and prevention of pauperism, by John Griscom. N. Y. 1818.

A letter to Sir Samuel Romilly, from Henry Brougham, 6th ed. London, 1818.

Biographical sketch of the life and writings of Patrick Colquhoun. Lond. 1818.

Address of the Philadelphia society for the promotion of domestic industry, to the citizens of the U. States. Phil. 1819.

State of an institution near York, called the Retreat. York, 1819.

A short account of the refuge for the destitute, Hackney Road and Hoxton, containing the nature and views of the institution. Lond. 1819.

A view of the principles on which the well being of the laboring class depends, by S. W. Nicoll. York, 1819.

A short account of the Edinburgh savings bank. 3d ed. 1815.

Report of the committee to whom it was committed to suggest a plan for affording relief to the laboring classes in the city and suburbs. Lond. 1816.

Friendly advice to industrious and frugal persons, by William Davis. Lon. 1817.

Remarks on banks for savings and friendly societies, by John Woodrow. Lond. 1818.

Report of the committee of the society for bettering the condition of the poor. Lond. 1809.

A plan proposed to increase and extend the general benefits of provident institutions for savings. Lond. 1818.

Rules adopted, Nov. 13, 1818, by the board of directors of the N. Y. Institution for the instruction of the deaf and dumb, &c.

Refuge for the destitute, appeal to the public. Lond. 1815.

Report of the committee of the association for the relief of the poor of the city of London. 1815.

Association for the relief of the manufacturing and laboring poor. Lond. 1815.

First report of the sub-committee of the association on the subject of provisions. Lond. 1815.

Report from the select committee of the house of commons, appointed to inquire into the education of the lower orders in the metropolis, with the minutes of the evidence taken before the committee. 8vo. Lond. 1816.

Considerations on the impolicy and pernicious tendency of the poor-laws, with remarks on the report of the select committee of the house of commons upon them, and suggestions for improving the condition of the poor, by Charles Jerram, A. M. vicar of Chobham, and one of his majesty's justices of the peace in the county of Surry. Lond. 1818.

Memoir of the late John Murray, jun. read before the governors of the New-York hospital, 9th month, 14th, 1819, by Thomas Eddy.

Appeal to the virtue and good sense of the inhabitants of St. Martin in the Fields. Lond. 1809.

Report of a committee of the Humane Society, appointed to inquire into the number of tavern licenses, &c., N. Y. 1810.

State of an institution at Bloomfield, near Dublin, called the Retreat for persons afflicted with disorders of the mind. Dublin, 1813.

Prospectua, Chronique Religieuse.

Dialogue entre deux amis sur la Regeneration.

Pauvre et Content, ou L'Art D'etre heureux sans etre riche; vie de William Kell.

Catechisme de l'homme, ou de l'Humanite.

Revue Encyclopedique ou analyse raisonnee des productions les plus remarquables dans la Literature, les Sciences et les Arts.

Le Chemin Spacieux et la voie etroite.

Thoughts on various charitable and other important institutions, by Catharine Cappe. York, 1814.

4th, 5th, and 6th report of the society for promoting the education of the poor of Ireland. Dublin, 1816, 17 and 18.

Report of the late committee, together with a list of the subscribers who contributed to the support of the house of industry, Belfast, for the year 1814.—Belfast 1815.

The provident institution for savings in the town of Boston.

The annual stated meeting of the association for promoting the employment of the poor, and ameliorating their condition, in the county of Kilkenny and the adjoining counties. 1818.

Savings banks, Belfast, 1817.

House of industry, Belfast, application for industry.

Annual statement of the accounts of the poor-house and infirmary of Belfast, from the 1st Nov. 1816, to the 1st Nov. 1818.

Address of the Glasgow peace society. Glas. 1819.

Report of the state of the school for the blind, in Liverpool. Dec. 1815 to Dec. 1816.

Plan of the society for the promotion of industry. N. Y. 1816.

Description and historical sketch of the Massachusetts state prison. Charles, 1816.

Traites sur les Bases d'une vie Chretienne tires principalement des œuvres de Hugh Turford. Phil. 1816.

Report of a meeting of the trustees of the provident institution for savings.—Boston, 1816.

Report of the library committee of the Pennsylvania society, for the promotion of public economy. Phil. 1817.

By-laws and regulations of the society for the relief of poor widows with small children. N. Y. 1817.

Report to the female missionary society for the poor of the city of New-York, by W. Stafford. 2d ed. N. Y. 1817.

Address delivered before the N. Y. auxiliary society for the suppression of intemperance, by A. Read. N. Bedford, 1817.

Facts relative to the state of children who are employed by chimney sweepers. York, 1817.

Articles of association of the saving fund society. Phil. 1817.

A treatise on the wealth, power and resources of the British empire.

Sermon delivered at the opening of the Connecticut asylum, by T. H. Gallaudet. Hartford, 1817.

Report of the committee of the Connecticut asylum. Hart. 1817.

Report of the late committee who contributed to the support of the house of industry. Belfast, 1817.

Notices sur le but et les travaux de la Societe Biblique Anglaise et etrangere. 1816.

Report du comite particulier de la Societe Biblique de Geneve. 1817.

Annual report of the committee of the sunday schools. Manchester, 1818.

Report of the committee of the society for the improvement of prison discipline. Lond. 1818.

Annual report of the board of managers of the Philadelphia society, for the estab. and support of charity schools. Phil. 1818.

Friend of peace, containing a special interview between the president of the U. S. and Omar, by Philo Pacificus. Glas. 1818.

Essay on the doctrines and practice of the early christians, as they relate to War, by Thomas Clarkson. 3d ed. Lon. 1818.

Remarks on private banking, addressed to the Hon. Isaac Pierson. N. Y. 1818.

Report on the management of the poor of Glasgow. Glas. 1818.

Treatise on the wealth, power and resources of Great Britain, by P. Colquhoun, 4to. Lond. 1817.

The philanthropist, or repository for hints and suggestions calculated to promote the comfort and happiness of man, for 1811, 12, 13, 14, 15 and 16. Lond. 8vo.

Bristed's resources of the United States of America, or a view of the agricultural, commercial, manufacturing, political, economical, literary, moral and religious capacity and character of the American people. 8vo. N. Y. 1818.

Pitkin's statistical view of the United States of America. 8vo. Hartford, 1817.

On the education of the poor, being the first part of a digest of the reports of the society for bettering the condition of the poor, &c. 8vo. Lond. 1809.

Address to the parents and guardians of the children belonging to the N. Y. African free school. N. Y. 1818.

Appendix to a letter containing minutes of evidence taken before the education committee, by Mr. Brougham. London. 1818.

13th annual report of the free school society. N. Y. 1818.

An expose of the causes of intemperate drinking, and the means by which it may be obviated, by Thos. Hertell. N. Y. 1819.

The beneficial effects of Sunday schools, considered in an address delivered at the anniversary meeting of the Sunday Schools, by David Hosack. New-York, 1818.

An account of the provident institution for savings, established at the west part of the metropolis, with observations, &c. by Joseph Hume. London, 1816.

8th report of the society for promoting the education of the poor in Ireland. Dublin, 1817.

Observations tending to illustrate the views of the Irish emigrant association. New-York, 1817.

Transactions of a convention of delegates from several moral societies in the state of New-York, at Albany. New-York, 1819.

Address of the New-York historical society to the public.

Constitution and by-laws of the New-York historical society, instituted 10th December, 1804. New-York, 1805.

A brief treatise on the police of the city of New-York. N. Y. 1813.

The annual report and account current of the orphan asylum society. New-York, 1818.

The first annual report of the managers of the society for the prevention of pauperism in the city of New-York. N. Y. 1818.

Report of the library committee of the Pennsylvania society for the promotion of public economy. Phil. 1817.

Articles of association of the saving fund society. Phil. 1819.

The provident institution for savings.

The constitution, plan, and by-laws, of the provident institution for savings in the town of Boston. Boston, 1818.

Savings bank.—An address to the public. New-York, 1819.

Documents relative to savings bank, intemperance, and lotteries. New-York, 1819.

Act of incorporation and by-laws of the trustees of the sailor's Snug Harbour. New-York, 1819.

A letter to the Rt. hon. Sir William Scott, in answer to Mr. Brougham's letters to Sir Samuel Romilly, upon the abuse of charities, &c. 2d ed. Lond. 1818.

Charity sermon delivered on the opening of the chapel in the new almshouse, Bellevue, by John Stanford. N. Y. 1816.

Statistical annals, exhibiting views of the population, commerce, national fisheries, public lands, post-office establishments, revenues, mint, military and naval establishments, expenditures, public debt, and sinking fund of the United States of America, founded on official documents, by Adam Seybert, LL.D. 4to. Phil. 1818.

Documents relating to the Protestant episcopal theological school. New-York, 1817.

Brief remarks on the importance and practicability of instituting a general theological seminary. New-York, 1817.

Twiss Horace, a tract on savings banks, addressed to the editors of the principal newspapers, and other periodical publications. Lond. 1816.

Catechism of political economy, or familiar conversation on the manner in which wealth is produced, distributed and consumed in society, by Jean Baptiste Say. Phil. 1817.

Conversations on political economy, in which the elements of that science are explained. Phil. 1817.

INDEX TO VOLUME ONE OF ANNUAL REPORT FOR 1900.

AGENCY FOR DEPENDENT CHILDREN OF NEWBURGH. PAGE.
Report on....176-179
Work accomplished by....176-177

AGENCY FOR PLACING DESTITUTE CHILDREN IN FAMILY HOMES.
Methods....169-170
Report on....169-170
Work accomplished by....170

AGENCY FOR PROVIDING SITUATIONS FOR MOTHERS AND BABIES.
Report on....174-176
Work accomplished by....174

ALBANY COUNTY ALMSHOUSE.
Report of visitation....614-615

ALDRICH, NEWTON.
Record of attendance at meetings....3
Report on almshouses in the Fourth Judicial District....623-637

ALIEN POOR. (See Poor, Alien.)

ALLEGANY COUNTY ALMSHOUSE.
Report of visitation....705-706

ALMSHOUSE, NEW YORK CITY. (See New York City Almshouse.)

ALMSHOUSES.
Able-bodied in....519
Blind, number in....49
Buildings, improvement in construction of....133-134
Children, number in....526
Civil service reform recommended for....522
Deaf, number in....49
Diet....526
Epileptics, number in....49, 524-525
Idiots, number in....49, 524
Inmates:
classification needed....523
number in....49
Inspection of....135-137
results....136
Records, condition of....527-528
Report of committee on....515-528
Sick, care in....521-522

ANDREWS, DR.
Inspector of schools for the deaf....453

APPROPRIATIONS. PAGE.
For Board 5-6
Craig Colony 94
House of Refuge, Randall's Island 75-76
House of Refuge for Women, Hudson 63
New York State Hospital for the Care of Crippled and Deformed Children 41, 116
New York State Hospital for Treatment of Incipient Pulmonary Tuberculosis 40, 120, 472
New York State School for the Blind, Batavia 114
New York State Soldiers and Sailors' Home, Bath 99, 262-263
New York State Woman's Relief Corps Home, Oxford 103-104, 267
Rome State Custodial Asylum 89
State Custodial Asylum for Feeble-Minded Women, Newark 84-85
State Industrial School, Rochester 59
Syracuse State Institution for Feeble-Minded Children 80-81
Thomas Asylum, Iroquois 108
Western House of Refuge for Women, Albion 68-69

ASSOCIATED CHARITIES OF THE TOWN OF SARATOGA SPRINGS.
Incorporation 127
Location 127
Objects 127

AURELIA OSBORN FOX MEMORIAL HOSPITAL SOCIETY.
Incorporation 130

BAY RIDGE HOSPITAL DISPENSARY AND TRAINING SCHOOL FOR NURSES, BROOKLYN.
Incorporation 125
Location 125
Objects 125

BELL HOME (THE), NEW YORK CITY.
Incorporation 126
Location 125
Objects 125

BELLEVUE HOSPITAL, NEW YORK CITY.
Attendants, need of more 544-545
Improvements 541
Inspection 541
Location 541
Nurses, work of 547-548
Report on 541-567
Superintendent 541

BIBLE AND FRUIT MISSION TO THE PUBLIC HOSPITALS OF NEW YORK CITY (THE).
Incorporation 128
Location 128
Objects 128

BLIND.
Number in institutions 49

BOARD.
Appropriations 5-6
necessary for needs 7-8
Award at Paris Exposition 48
Charitable legislation for 1900 36
Committees of 4-5
Duties 143, 149-150
Employes:
expenses 16-21
salaries 16-21

BOARD.—*Continued.*
PAGE.
Expenditures 8-10
details of 10-14
Legislation recommended by 51-53
Members:
attendance at meetings 3
changes in 1
expenses of 14-15
services of 14-15
Non-partisan policy 23-24
Officers, election of 4
Work of 8-10
details of 10-14

BOROUGH OF RICHMOND ALMSHOUSE.
Inmates, number 604
Report of visitation 604

BROOME COUNTY ALMSHOUSE.
Report of visitation 673-674

BUILDINGS.
Plans of, approved 130-133

CATTARAUGUS COUNTY ALMSHOUSE.
Report of visitation 706-707

CAYUGA COUNTY ALMSHOUSE.
Report of visitaton 690

CHARITIES AND CORRECTION, NEW YORK CITY, CONFERENCE OF 765-936

CHAUTAUQUA COUNTY ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 708-709

CHEMUNG COUNTY ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 674-675

CHENANGO COUNTY ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 675-676

CHILDREN.
Number in institutions 49
Placed in family homes 169-170
method 169-170

CITY HOSPITAL, NEW YORK CITY. (See New York City Hospital.)

CITY LODGING HOUSE, NEW YORK CITY.
Condition 531
Inspection 531
Location 531
Report on 531
Superintendent 531

CLINTON COUNTY ALMSHOUSE.
Report of visitation 626-627

COLUMBIA COUNTY ALMSHOUSE.
Report of visitation 615

COMMISSIONERS OF THE BOARD. (See Board.)

COMMITTEES.
Committees of the Board 4-5
(See also special subjects.)

CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR OF THE STATE OF NEW YORK. PAGE.
Addresses at....163-164
Officers and committees for 1901.... 165
Report on....163-165
Representatives of Board at.... 163
Resolutions adopted.... 164
When held.... 163

CORNING HOSPITAL.
Incorporation.... 127
Location.... 127
Objects.... 127

CORTLAND COUNTY ALMSHOUSE.
Report of visitation....676-677

COUNTY ALMSHOUSES.
Report on, in the Second Judicial District....587-608
in the Third Judicial District....611-622
in the Fourth Judicial District....623-637
in the Fifth Judicial District....639-668
in the Sixth Judicial District....669-685
in the Seventh Judicial District....688-700
in the Eighth Judicial District....701-717

CRAIG COLONY.
Appropriation.... 94
recommended by Board.... 97
Buildings, plans approved.... 131
Capacity.... 92
Dormitories, additional.... 96
need of.... 96
Expenditures.... 93
Improvements.... 95
Needs.... 444
Patients:
accommodation needed for....445-446
cost of maintenance.... 92
number.... 92
discharged during the year.... 443
increase in.... 96
received since opening.... 443
treatment....444-445
Receipts....92-93
Report on....92-97
of committee on....443-446

CUBAN HOME TRAINING SCHOOL OF NEW YORK CITY (THE).
Incorporation.... 129
Location.... 129
Objects.... 129

CUBAN ORPHAN SOCIETY, NEW YORK CITY.
Incorporation.... 124
Location.... 124
Objects.... 124

DAUGHTERS OF ISRAEL OF BROOKLYN.
Incorporation.... 125
Location.... 125
Objects.... 125

DAUGHTERS OF JACOB CHARITY SOCIETY (THE), ALBANY. PAGE.
Incorporation 126
Location 126
Objects 126

DEAF.
Number in institutions 49
Report of committee on 448-454

DEAF, SCHOOLS FOR. (See Schools for Deaf.)

DELAWARE COUNTY ALMSHOUSE.
Report of visitation 677-678

DEPARTMENT OF PUBLIC CHARITIES AND CORRECTION, NEW YORK CITY.
Borough of Brooklyn, buildings, plans approved 132
Borough of Queens, boarding-out system 174
Boroughs of Manhattan and the Bronx, buildings, plans approved 132
Bureau of dependent children, report of 568

DE PEYSTER, MRS. BEEKMAN.
Record of attendance at meetings 3

DISPENSARIES.
Regulation of 46-47

DOBBS FERRY HOSPITAL ASSOCIATION.
Incorporation 126
Location 126
Objects 126

DUTCHESS COUNTY ALMSHOUSE.
Report of visitation 591-592

EMERGENCY HOSPITAL, NEW YORK CITY.
Inspection 540
Location 540
Report on 540

EPILEPTICS.
Number in institutions 49

ERIE COUNTY ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 709-711

ESSEX COUNTY ALMSHOUSE.
Report of visitation 627-628

FORDHAM HOSPITAL, NEW YORK CITY.
Improvements 534
Inspection 534
Location 534
Needs 534
Patients, number treated 535-536
Report on 534-536
Supervisor 534

FRANKLIN COUNTY ALMSHOUSE.
Report of visitation 628-629

FULTON COUNTY ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 629-630

GENESEE COUNTY ALMSHOUSE.
Report of visitation 712-713

GOUVERNEUR HOSPITAL, NEW YORK CITY. PAGE.
Buildings, condition 536
Inspection 536, 539-540
Location 536
Patients, number treated 538-539
Report on 536-540
Supervisor 536

GREENE COUNTY ALMSHOUSE.
Report of visitation 616

GUILD FOR THE CRIPPLED CHILDREN OF THE POOR OF NEW YORK CITY (THE).
Incorporation 126
Location 126
Objects 126

HARLEM HOSPITAL, NEW YORK CITY.
Buildings 532
Inspection 532
Location 532
Patients, number treated 533
Report on 532-533
Supervising nurse 532

HEBREW LADIES' RELIEF SOCIETY (THE), ROCHESTER.
Incorporation 127
Location 127
Objects 127

HEBREW REFORMED BENEVOLENT SOCIETY OF THE TWENTY-SIXTH WARD, BROOKLYN.
Incorporation 125
Location 125
Objects 125

HEMPSTEAD TOWN ALMSHOUSE.
Buildings, plans approved 132
Report of visitation 597-598

HERKIMER COUNTY ALMSHOUSE.
Report of visitation 643-644

HERKIMER EMERGENCY HOSPITAL (THE).
Incorporation 129
Location 129
Objects 129

HOMES FOR AGED.
Inmates, number in institutions 49

HOMES FOR CHILDREN.
In receipt of public moneys:
inmates, number 150
discharged during the year 1900 150
population, 1896-1900 ..... 505, 507
statistics 150, 505-512

HOSPITALS.
Increase and improvement of 134
Patients, number in 49

HOUSE OF CALVARY, NEW YORK CITY.
Incorporation 126
Location 126
Objects 126

HOUSE OF REFUGE, RANDALL'S ISLAND. PAGE.
Appropriations 75-76
recommended by Board....78-79
Buildings, plans approved.... 131
Capacity 74
Expenditures 74
Girls' department, discontinuance of recommended....52, 78
Improvements 76-77, 232
Inmates:
cost of maintenance.... 74
number 74, 232
Receipts 74
Removal to rural site advised.... 52
Report on....74-79, 232-233

HOUSE OF REFUGE FOR WOMEN, HUDSON.
Appropriation 63
recommended by Board.... 67
Buildings, plans approved.... 131
Capacity 61
Expenditures 62
Improvements 64-65, 234
Inmates:
cost of maintenance.... 61
number 61, 234
Receipts 62
Repairs 63-64
Report on....61-67, 234-235

HOUSES OF REFUGE FOR WOMEN.
Commitments, regulation of.... 37

IDIOTS.
Need of further provision for....45-46
Number in almshouses.... 49
in institutions.... 49
Report of committee on....239-253

INCORPORATIONS.
List of new....124-130

INDIAN POOR.
Expenditures 141, 142
Number 141
Report on.... 141

INSPECTION DEPARTMENT.
Duties 146
Establishment of.... 144
Expenses 19
Inspection districts:
offices 145
eastern:
employes 18
salaries 18
expenses 18
inspections, number made.... 18
western
employes 19
salaries 19
expenses 19
Inspections
general
definition of.... 147
number made.... 149

INSPECTION DEPARTMENT.—*Continued.* PAGE.
Inspections, number made....19, 148
result 147
special
definition of.... 147
number made.... 149
Officers 146
Report of....143-153
Report of committee on....492-514

INSTITUTIONS.
Inmates, number and classification.... 49
Private, in receipt of public moneys
conditions existing, year ending September, 1900....495-505
administration....495, 501
general impression....497, 505
plant....495, 501
records....497, 504
sanitary conditions....496, 502-503
supervision....495, 500
training....496-497, 503-504
Under private management....50-51
expenditures 51
receipts 51
Under State control....49-50
expenditures 50
receipts 50

INSTITUTIONS, STATE.
Appropriations for, in 1900.... 54
recommended for, in 1901.... 54
Expenditures classified....55-56
Inmates, number.... 57
Legislation relative to....36-41
Plans, subject to Board's approval.... 52
Salaries classified and regulated by Board....42-44, 720-764

INSTITUTIONS WHICH REPORT TO THE COMPTROLLER.
Schedule of salaries and wages....720-764

ITALIAN BENEVOLENT SOCIETY OF THE LEGION OF THE SONS OF COLUMBUS, NEW YORK CITY.
Incorporation 125
Location 125
Object 125

JEFFERSON COUNTY ALMSHOUSE.
Report of visitation.... 644

JUVENILE OFFENDERS.
Number in institutions.... 49

KINGS COUNTY ALMSHOUSE.
Report of visitation....594-597

KINGS COUNTY HOSPITAL.
Buildings, condition.... 595
Patients, number.... 596
Report on....595-596

KINGSTON CITY ALMSHOUSE.
Report of visitation.... 620

LADIES' AID SOCIETY OF THE CHURCH OF THE DIVINE PATERNITY, NEW YORK CITY. PAGE.
Incorporation 128
Location 128
Objects 128

LADIES' HEBREW BENEVOLENT ASSOCIATION OF GREENPOINT.
Incorporation 126
Location 126
Objects 126

LEWIS COUNTY ALMSHOUSE.
Report of visitation..... 645

LITCHFIELD, EDWARD H.
Record of attendance at meetings..... 3
Report on almshouses in the second judicial district.....587-608

LIVINGSTON COUNTY ALMSHOUSE.
Report of visitation..... 691

LYON, MR. AND MRS. EDMUND.
Minute relating to, adopted by Board..... 123
Work
commended 122, 453
discontinued 453

McCARTHY, DENNIS.
Record of attendance at meetings..... 3
Report on almshouses in the fifth judicial district.....639-668

MADISON COUNTY ALMSHOUSE.
Report of visitation.....678-680

MARONITE BENEVOLENT SOCIETY, NEW YORK CITY.
Incorporation 126
Location 126
Objects 126

MEMBERSHIP CORPORATIONS LAW.
Amendment to, failed of enactment..... 42

METROPOLITAN HOSPITAL, NEW YORK CITY.
Improvements 580
Inspection 579
Report on.....579-582

MONROE COUNTY ALMSHOUSE.
Buildings, plans approved..... 133
Report of visitation.....692-693

MONTGOMERY COUNTY ALMSHOUSE.
Report of visitation.....630-631

MUNICIPAL CITY LODGING HOUSE, SYRACUSE.
Inmates, number.....661-662
Report on.....654-667
Superintendent 657

NASSAU COUNTY.
Boarding-out system..... 174

NASSAU COUNTY ALMSHOUSE.
Report of visitation.....599-600

NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.
Delegates to..... 166
Report on.....156-166
Subjects considered..... 166

NEW YORK CITY. PAGE.
Conference of Charities and Correction....765-936

NEW YORK CITY ALMSHOUSE.
Improvements 573
Inmates, number.... 577
Inspection 572
Report on....572-577

NEW YORK CITY HOSPITAL.
Inspection 577
Patients, number.... 579
Report on....577-579
Superintendent 577

NEW YORK HOUSE OF REFUGE. (See House of Refuge, Randall's Island.)

NEW YORK SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN.
Board's legal proceedings against....24-36

NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.
Establishment 154
reasons for.... 154
First
committees 156-158
officers 155
program 158-160
Report on....154-162
Second
committees 161-162
officers 161

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN.
Admission, qualifications.... 117
Appropriation 41, 116
recommended by Board.... 119
Establishment 40
Location 118
Officers 118
Purpose 117
Report on....116-120

NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS.
Admission, qualifications.... 39
Appropriation 40, 120, 472
Establishment 38, 467
Location, selection of.... 471
Report on....120-121
Report of committee on....466-468
Report of, to Board....469-473
Trustees 120, 467
powers 468

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD.
Appropriation 71-72
recommended by Board....73-74
Capacity 71
Expenditures 71
Improvements 72, 237
Needs 237
Opening 236
Receipts 71
Report on....71-74, 236-237

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA. PAGE.
Appropriation 114
recommended by Board..... 116
Capacity 113
Expenditures 113-114
Inmates:
cost of maintenance..... 113
number 113
Receipts 113
Report on..... 113-116

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH.
Appropriation 99, 262-263
recommended by Board..... 102, 263
Buildings, additional..... 259
Capacity 98
Dormitory accommodations, need of..... 100
Expenditures 98-99, 262
Improvements 100, 258
Inmates:
cost of maintenance..... 98, 261
number 98, 258
Inspection 257
Investigation of..... 123-124
report on..... 269-439
result 124
table of contents of..... 271
Needs 261
Overcrowded condition..... 100
Receipts 98, 262
Relation with Board..... 37-38
Report on..... 98-102, 257-263
Saloons at gate, discontinuance of..... 52, 101

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD.
Admission, qualifications..... 264
Appropriations 103-104, 267
recommended by Board..... 106
Buildings, plans approved..... 131-132
Capacity 102
Expenditures 102-103, 267
Improvements 104
Inmates:
ages 264-265
amusements for..... 265
cost of maintenance..... 102
number 102, 264, 267
Inspection 263
Managers 266-267
Needs 106
Receipts 102
Report on..... 102-107, 263-268

NEWBURGH.
Agency for dependent children, report of..... 176-179

NEWBURGH CITY ALMSHOUSE.
Report of visitation..... 602

NIAGARA COUNTY ALMSHOUSE.
Report of visitation..... 713-714

NORTH HEMPSTEAD AND OYSTER BAY TOWN ALMSHOUSE.
Report of visitation..... 598-599

NOTMAN, JOHN. PAGE.
Record of attendance at meetings..... 3

OFFICERS OF BOARD.
Election of..... 4

ONEIDA COUNTY ALMSHOUSE.
Report of visitation.....648-649

ONEONTA HOSPITAL SOCIETY.
Reincorporated under the name of Aurelia Osborn Fox Memorial Hospital Society 130

ONONDAGA COUNTY ALMSHOUSE.
Buildings, plans approved..... 133
Report of visitation.....646-647

ONTARIO COUNTY ALMSHOUSE.
Report of visitation..... 694

ORANGE COUNTY ALMSHOUSE.
Report of visitation..... 601

ORLEANS COUNTY ALMSHOUSE.
Report of visitation.....714-715

ORPHANS' HOME OF ST. PETER'S CHURCH IN THE CITY OF ALBANY (THE).
Corporate purpose extended..... 130

OSWEGO CITY ALMSHOUSE.
Report of visitation.....651-652

OSWEGO COUNTY ALMSHOUSE.
Report of visitation.....650-651

OTSEGO COUNTY ALMSHOUSE.
Report of visitation.....680-681

OYSTER BAY AND NORTH HEMPSTEAD TOWN ALMSHOUSE.
Buildings, plans approved..... 133

PAUPERS. (See Poor.)

PHILBIN, EUGENE A.
Appointed Commissioner..... 1
Record of attendance at meetings..... 8
Retirement of..... 1
minute relating to..... 1-2

POOR, ALIEN.
Benefits resulting from removal of.....141-142
Expenditures 140, 143
Number 140
Report on..... 140
Report of committee on.....475-483

POOR, COUNTY SUPERINTENDENTS.
State convention.....163-165

POOR, REPORT OF SECRETARY OF STATE IN 1824 ON THE RELIEF AND SETTLEMENT OF.....937-1145

POOR, STATE.
Benefits resulting from removal of.....141-142
Changes during the year..... 138
Expenditures 139, 143
Number 138
Report on.....138-140
Report of committee on.....475-483

POORHOUSES. (See Almshouses.) PAGE.

POUGHKEEPSIE CITY ALMSHOUSE.
Report of visitation..... 593

PRESIDENT OF BOARD. (See Stewart, William R.)

PRIVATE INSTITUTIONS. (See Institutions, Private.)

PUBLIC HOSPITALS AND ALMSHOUSES.
Report on, in the first judicial district.....529-585

PUTNAM COUNTY.
Boarding-out system..... 174

PUTNAM COUNTY ALMSHOUSE.
Report of visitation..... 603

PUTNAM, HARVEY W.
Record of attendance at meetings..... 3
Report on almshouses in the eighth judicial district.....701-717

QUARTERLY RECORD.
Editorial committee..... 47
Publications 47
items in.....47-48
Purpose 47

RANDALL'S ISLAND INSTITUTIONS.
Report on.....582-585
Superintendent 582

REFORMATORIES.
Conference on.....153-154
importance of..... 154
object 153
when held..... 153
Inmates, classification needed..... 228
Private, establishment not favored..... 227
Report of committee on.....225-227
Rural site desired..... 230
Technical instruction needed.....229-230
Work, progress in.....226, 231

REFORMATORIES FOR WOMEN AND GIRLS.
Commitments, regulation of..... 37
changes needed in..... 231
Inmates:
number 49
term of detention shortened..... 231
Technical instruction needed..... 229

RELIEF AND SETTLEMENT OF THE POOR.
Report of the Secretary of State in 1824.....937-1145

RENSSELAER COUNTY ALMSHOUSE.
Report of visitation.....616-618

RICHMOND COUNTY ALMSHOUSE.
Buildings, plans approved..... 133

ROCKLAND COUNTY ALMSHOUSE.
Report of visitation..... 605

ROME STATE CUSTODIAL ASYLUM. PAGE.
Appropriations 89
recommended by Board 91-92, 252-253
Attendants, need of more 251
Capacity 87
Expenditures 88
Inmates:
cost of maintenance 87
number 87, 252
Inspection 249
Managers 249
Needs 251
Receipts 88
Report on 87-92, 249-253
Superintendent 249

ROSENDALE, SIMON W.
Record of attendance at meetings 3
Report on almshouses in the third judicial district 611-622

ST. LAWRENCE COUNTY ALMSHOUSE.
Report of visitation 634-635

SARATOGA COUNTY ALMSHOUSE.
Report of visitation 631-632

SCHEDULE OF SALARIES AND WAGES OF INSTITUTIONS WHICH REPORT TO THE COMPTROLLER 720-764

SCHENECTADY COUNTY ALMSHOUSE.
Report of visitation 632-633

SCHOHARIE COUNTY ALMSHOUSE.
Report of visitation 618

SCHOOLS FOR THE DEAF.
Condition 452
Inspection 450-451
work of 451
Inspector 453
Methods, uniformity desired 451
Name and location 121, 449
Pupils, number and sex 121, 449
Report on 121-123
Report of committee on 448-454
Special report discontinued 454

SCHUYLER COUNTY.
Almshouse needed 685
Boarding-out system 683-684
results of 684
Poor in 683
disposal of 683

SENECA COUNTY ALMSHOUSE.
Report of visitation 695

SHEPARD, CHARLES O.
Charges against, not proven 124

SISTERS OF ST. FRANCIS OF THE MISSION OF THE IMMACULATE VIRGIN, CONVENTUALS OF THE THIRD ORDER.
Incorporation 129
Location 129
Objects 129

PAGE.

SMITH, STEPHEN, M. D.
Record of attendance at meetings 3

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK. (See House of Refuge, Randall's Island.)

SOLDIERS AND SAILORS.
Homes for, report of committee on 255-263
Number in institutions 49

SOLDIERS, SAILORS AND MARINES.
Law relative to burial of 41-42

SOPHIA FUND (THE), NEW YORK CITY.
Incorporation 123
Location 123
Objects 123

STANDING COMMITTEES OF THE BOARD 4-5

STATE ALMSHOUSES.
Inmates:
ages from 1873-1900 433
changes during 1900 435
changes from 1873-1900 437
expenditures for support and removals 490
number and sex from 1873-1900 436
years of commitment of 439
Location and date of contract 434

STATE CHARITIES AID ASSOCIATION.
Children, report of committee on 169
County visiting committee, report of 168-169
Report of 167-180
Summary of work 167-168

STATE CHARITIES LAW.
Amendment to, failed of enactment 42

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK.
Appropriation 84-85
recommended by Board 87, 249
Buildings, condition 247-248
Capacity 83
Expenditures 83-84
Inmates:
cost of maintenance 83
number 83, 248
Inspection 245
Managers 245
Needs 86
Receipts 83
Report on 83-87, 245-249
Superintendent 245

STATE FINANCE LAW.
Amendment to 42

STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN. (See New York State Hospital for the Care of Crippled and Deformed Children.)

STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS. (See New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.) PAGE.

STATE INDUSTRIAL SCHOOL, ROCHESTER.
- Appropriation ... 59
- recommended by Board ... 61
- Capacity ... 58
- Expenditures ... 58
- Girls' department, separation of ... 230
- Improvements ... 61
- Inmates:
  - cost of maintenance ... 58
  - number ... 58-233
- Receipts ... 58
- Removal to rural site planned ... 60
- benefits to be derived ... 60
- Report on ... 58-61, 233-234

STATE INSPECTION OF PRIVATE CHARITABLE INSTITUTIONS, SOCIETIES AND ASSOCIATIONS.
- Paper on ... 187-222

STATE INSTITUTIONS. (See Institutions, State.)

STATE POOR. (See Poor, State.)

STATE POOR LAW.
- Amendments to ... 41-42
- Beneficial results of ... 483
- Merits ... 478
- Principles ... 478

STEUBEN COUNTY ALMSHOUSE.
- Buildings, plans approved ... 133
- Report of visitation ... 696

STEWART, WILLIAM R.
- Record of attendance at meetings ... 3
- Re-elected President ... 4
- Report on public hospitals and almshouses in the First Judicial District ... 529-585
- State inspection of private charitable institutions, societies and associations, paper on ... 187-222

STODDARD, ENOCH V.
- Record of attendance at meetings ... 3
- Re-elected Vice-President ... 4
- Report on almshouses in the Seventh Judicial District ... 688-700

SUFFOLK COUNTY ALMSHOUSE.
- Report of visitation ... 606-607

SULLIVAN COUNTY ALMSHOUSE.
- Report of visitation ... 618-619

SYRACUSE DOOR OF HOPE (THE).
- Incorporation ... 128
- Location ... 128
- Objects ... 128

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN. PAGE.
Appropriation 80-81
recommended by Board..... 82, 244
Capacity 79
Expenditures 78-80
Improvements 241
desired 243-244

Inmates:
cost of maintenance..... 79
health 242-243
number 79, 242
overcrowded condition of..... 242
removal of some necessary..... 242
Inspection 241
Managers 241
Receipts 79
Report on..... 79-82, 241-244
Superintendent 241

THE REFUGE OF THE CITY OF BINGHAMTON.
Incorporation 127
Location 127
Objects 127

THOMAS ASYLUM.
Appropriation 108
recommended by Board..... 112
Buildings:
arrangement and completion of..... 458-459
changes 459
condition 459
Capacity 107
Expenditures 107-108
Improvements 108-109, 460
Inmates:
clothing 462
cost of maintenance..... 107
government annuities..... 463
disposition of..... 463
health 461
number 107, 461
Inspection 457
Location 457
advantages of..... 457
disadvantages 458
Receipts 107
Report on..... 107-112, 456-463
School hours..... 462
Work:
commended 111
nature of..... 457

TIOGA COUNTY ALMSHOUSE.
Report of visitation..... 681-682

TOMPKINS COUNTY ALMSHOUSE.
Report of visitation..... 682-683

ULSTER COUNTY ALMSHOUSE.
Report of visitation..... 619-620

UTICA CITY HOSPITAL.
Report of visitation..... 652-654

VITTORIO EMANUELE III. BENEVOLENT ASSOCIATION (THE). PAGE.
Incorporation 129
Location 129
Objects 129

WALRATH, PETER.
Record of attendance at meetings..... 3
Report on almshouses in the Sixth Judicial District.....669-685

WARREN COUNTY ALMSHOUSE.
Report of visitation.....635-636

WASHINGTON COUNTY ALMSHOUSE.
Report of visitation..... 636-637

WAYNE COUNTY ALMSHOUSE.
Report of visitation.....697-698

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION.
Appropriations 68-69
recommended by Board..... 69
Buildings, plans approved..... 131
Capacity 67
Discipline commended..... 236
Expenditures 67-68
Inmates:
cost of maintenance..... 67
number 67, 236
Receipts 67
Report on.....67-71, 236

WESTCHESTER COUNTY ALMSHOUSE.
Report of visitation.....607-608

WOMAN'S HOSPITAL ASSOCIATION OF BATAVIA.
Incorporation 129
Location 129
Objects 129

WYOMING COUNTY ALMSHOUSE.
Report of visitation.....715-716

YATES COUNTY ALMSHOUSE.
Report of visitation.....698-699

UNIVERSITY OF ILLINOIS-URBANA
3 0112 076289351